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ONTARIO

P R O C E E D I N G S

of the

SELECT COMMITTEE APPOINTED BY THE LEGISLATURE  
OF THE PROVINCE OF ONTARIO, TO ENQUIRE INTO AND  
REPORT UPON MATTERS IN CONNECTION WITH TOLL ROADS  
IN THE PROVINCE.

Mr. J. P. Robarts, Q.C., Chairman,  
Presiding.

Mr. D. J. Collins, Secretary.

- - - -

VOLUME XXI

Friday, June 22, 1956,

Fort Frances, Ontario.

- - - -

R. C. Sturgeon,  
Official Reporter,  
Parliament Buildings,  
Toronto, Ontario.





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T W E N T Y - F I R S T   D A Y

Fort Frances, Ontario,  
Friday, June 22nd, 1956,  
2:30 o'clock, p.m.

- - - -

The further proceedings of this Committee  
reconvened, pursuant to adjournment.

Mr. J. P. Robarts, Q.C., Chairman,  
Presiding.

P R E S E N T :

Messrs. Auld,  
Sandercock,  
Root,  
Mackenzie,  
Yaremko, Q.C.,  
MacDonald,  
Mr. D. J. Collins, Secretary.

- - - -

A P P E A R A N C E S :

Mr. William Noden, M.P.P., (Rainy River)  
Messrs. George Lockhart, Mayor, Fort Frances  
Harry P. Olsen, Chamber of Commerce  
Harry Jones, Division Engineer,  
Kenora Division,  
Department of High-  
ways, Ontario.





C.	C. F. Schubring,	Fort Frances "Times".
	F. G. Williams,	Resident Manager, Ont. & Minnesota Paper Co.
	D. D. McCrae,	Secretary-Treasurer, Ont. Minnesota Paper Co.
	Charles Bibbs,	Clerk of the Municipal ity of Chappel.
	Percy Newdick,	Clerk of the Municipal ity of LaValle.
	F. W. Caldwell,	Manager of the Local Co-operative Bureau.
	D. King Reeve,	Municipality of Emo.
	John Richardson,	Fort Frances.
	Mrs. John Richardson,	Fort Frances.
	Dan. Foran,	Ex-Councillor.
	Frank Webster,	
	Romeo Oliver,	Atikokan.
	Wilfred Christie,	Fort Frances.
	G. F. Gillon	Vice-President, Chambe of Commerce.
	"Bob" Trenchard,	Fort Frances Chamber o Commerce.
	"Bob" Kennett,	Fort Frances Chamber o Commerce.
	Clarence Wright,	Fort Frances Chamber o Commerce.
	E. C. Anderson,	President, Fort France Chamber of Commerce.
	"Vic" Price,	Fort Frances "Times"
	Henry Vendetti,	Fort Frances "Times"
	Mr. King,	Municipal Union, District of Rainy River





"Ted" Palmer,	Fort Frances Sportsmen's Club
John Busch,	Municipality of Alberton
William Ducase,	Rainy River Chamber of Commerce.
H. H. McFogeler,	Fort Frances Chamber of Commerce.
Delbert Henry,	Fort Frances Chamber of Commerce.
John R. McVey,	Fort Frances Chamber of Commerce.
John Vennes,	Rainy River.
R. M. Vennes,	Rainy River.
Frank Stewart,	Clerk of Alberton.

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MR. WILLIAM NODEN, M.P.P.: (Rainy River)

Your Worship, Mr. Chairman, members of the Legislature, ladies and gentlemen; I would like to make the recommendation that you remove your coats at this time, because it is quite warm and humid, and I think you will all feel more at ease, and only by removing your coats, can you feel that way.

At this time, I take pleasure in calling upon His Worship Mayor Lockhart, to say a few words.

HIS WORSHIP MAYOR LOCKHART: Mr. Chairman, distinguished guests, ladies and gentlemen; it is always a very great pleasure to welcome people to Fort Frances.



It is an especial pleasure on this occasion to welcome these visitors from the east, because, for one thing, we like the people in the east to know the kind of places we have up here in the northwestern part of the province.

We also have some ideas, from time to time, that we like to convey to the people in the east, if they are going to get the right impression, and carry back the right ideas, after having had an opportunity of seeing some of these things for themselves.

I do not know too much about the members of this Committee, and I came today, with the rest of the group, to learn something about it.

I understand that for about two years, this Committee has been studying the principle of toll roads, and after listening to an engineer from the United States at the Canadian Good Roads Convention in Winnipeg a few years ago, when they openly admitted that the roads in the United States -- and we know they have very good roads serving a very large population -- are going to pieces faster than they can build them, there is certainly some merit in a province like Ontario and in fact for Canada as a whole, to have a Committee of this type.

I think the purpose of the Committee is to study the principles of toll roads, and also to determine equitably the people who are using our roads are paying





their proper share of the cost of maintenance and building, and the general upkeep.

Gentlemen -- but as there are no strangers in this room today, I should say "visitors", because I do not want you to feel that you are strangers -- on behalf of the Town Council, and all the citizens of Fort Frances, I extend to you a very hearty welcome.

Our Chamber of Commerce has a brief prepared to present to this Committee today, and during the course of the meeting, I expect it will receive due consideration.

I hope you all have a pleasant time in our midst, and I know that our local member will take good care of you, and I daresay will keep you, I hope, very pleasantly occupied, and that you will be able to take back to eastern Ontario the fact that we have a great potential area up here in the north; that we are growing very fast; that we need many things, including roads, and more people, and in general, gentlemen, I hope you will receive information upon which you can act, which will be of benefit to the entire province of Ontario, and not alone to the northwestern part.

Thank you very kindly for coming and visiting us, and again I wish to extend to you a hearty welcome. (Applause).





MR. NODEN, M.P.P.(Rainy River): Thank you, Mayor Lockhart.

I think it would be a good idea, if we would all move forward, and become a little more compact group, and I am sure you will be a great deal more comfortable, and you will be able to hear the proceedings a little better.

My voice is rather weak at times, but I know our Committee would like to hear what is being said.

Ladies and gentlemen, first, I will introduce you to the Committee members, to the members of the Select Committee on Toll Roads.

Starting on my left is Mr. James Auld, from Brockville; Mr. Sandercock from Belleville; Mr. John Root, from Dufferin-Wellington, a community just north of Toronto; the Hansard Reporter, whom you see working here; Mr. John Yaremko, Q.C., from Toronto; Mr. Donald MacDonald, from York South, and the Secretary of this Committee, Mr. "Don" Collins, from Toronto.

Then there is one other member of the Committee. Yesterday, he simply looked at me, and I felt flattered, so I will point him out to you now. He is Major "Lex" Mackenzie, from North York, one who has been here before, and has a soft spot in his heart for us.



Then I would like to present to you, our Division Engineer from Kenora, and "Vic" Price, our radio reporter, and Mr. Vandetti, connected with the Fort Frances "Times", and also Mr. Schubring, of the Fort Frances "Times".

May I say to you gentlemen it is a pleasure to have you here this afternoon, and I can assure you the Committee is interested in what you have to say, whether it be on the principle of toll roads, or on other matters which may come to your minds. If anything does come to your mind, this will be a good place to express your views on any point.

However, let us try to keep to the point, but, at the same time, we will hear anything which any of you may have to say which may be beneficial not only to northwestern Ontario, but perhaps to the province as a whole.

This meeting is in charge of the Committee, and I have a great deal of pleasure in introducing to you Mr. John Robarts, Q.C., the member of the Legislature for London, Ontario. (Applause).

THE CHAIRMAN: Mr. Noden, ladies and gentlemen; it is a very great pleasure for us to be here. You will note we planned our visit to arrive at what is probably the most beautiful time of the year. We did that





deliberately, as I think we are going fishing tomorrow.

We had a very pleasant trip this morning along the proposed route of this causeway, and we have been mixing business with pleasure, in a way which appeals to me.

I am sure we all enjoyed the tour on that beautiful body of water you have here.

Perhaps if I give you a little background of the Committee and its functions, you will understand better why we are here.

We comprise an all-Party Committee, operating under terms of reference, and we report back to the Legislature.

As I say, we have represented on the Committee Conservatives, Liberals and the C.C.F. Party, and, therefore, our deliberations are not political.

We have no executive power whatsoever. We can merely recommend, and it is not in our province to say that certain things shall be done or shall not be done. We merely make our recommendations, and when we considered our original terms of reference, we noted that it applied to toll roads in Ontario. But that topic has led us far afield.

We were first appointed by the Legislature in March, 1955, and re-appointed in September, 1955.













We presented an interim report at the Spring Session of the Legislature, and we hope to wind up our work in the fall, and present a final report next spring.

We have travelled extensively in the United States. We had the opportunity of speaking with the people operating the New York Thruway, which is a toll road of some 400 miles in length in New York State.

We were also on the New Jersey Turnpike, a toll road 138 miles long in the State of New Jersey, and also on the Garden State Parkway, and the Pennsylvania Turnpike, and recently we went to the State of Ohio, to have a look at its toll road, because we understand it was in difficulties, and we wanted to find out why.

In addition to that, we sent out letters to 150 or 200 bodies, asking them to appear before us, and submit any ideas they may have concerning toll roads, and we had our own departmental men, some from the Department of Highways, and others from the Treasury Department, producing figures in regard to the question of toll roads, and we also had representations into the question of highway financing, and the matter of raising revenues which the province needs.

Unfortunately, I have not a copy of our report with me, but in it we recommended toll roads as a means of raising revenue. That report was adopted





by the Legislature, but it is one thing to have a principle, and another thing to apply it.

Now we are faced with the problem of applying that principle in our province, taking into consideration the various local conditions in all portions of the province, considering the geographical features, the weight of traffic, and things of that kind. We are gradually working over the province, and one thing in particular is what has brought us here this afternoon.

You have a structure here which is very necessary to your communication system, that is, the causeway, and in some respects it appears to us to be a characteristic structure, which might be tolled.

The entire distance from here to Atikokan is 87 miles, and this causeway is something less than three miles long, but it will cost approximately one-quarter of what it will cost to build the rest of the entire highway. It is a special project, in some respects, and while we have come to no conclusion at all, and we cannot, until we have discussed it fully, we are sufficiently interested in this structure to come here and endeavour to secure your opinions on it, particularly having in mind, this question of toll.

If I may give just a short background of toll roads. A toll road has no virtue in itself; it



is simply another way of raising money. We have free roads in the south, which, from an engineering and traffic point of view, compare favourably with any toll roads built in the United States. It provides simply an alternate method of raising money to pay for roads.

The history of toll roads is that you either have a toll road, or you do not have a road at all.

Where there is not sufficient funds to build this project, because of demands made for increased grants for education, health, and so forth, you must realize that those things are necessary, even as you consider roads to be necessary in this part of the country.

In Ohio, we asked the Department of Highways whether their toll road was needed, and they said, "Yes, it was needed".

We asked them how long it would have taken to build this road had it not been built as a toll road, and their estimate was between fifteen and twenty years after it was projected, yet the entire toll project was completed in two and one-half years.

That is just one example.

In our discussions on toll roads, we have been led into the question of "highway taxation" -- if you want to put it that way -- and the hon. Prime Minister asked us to investigate another point -- I do not know



whether there is anybody here who wants to make representations on that matter, but if so, we would be happy to hear you -- that is, the question of the weight-mile tax, which, briefly, is an attempt to make a man pay his share for ruining the road, according to the distance he travels on it, plus the weight of the vehicle he uses.

That is generally computed by fixing a rate for vehicles, based on their gross weight, and then multiplying the basic figure by the number of miles the vehicle travels.

This means that a man with a vehicle travelling 20,000 miles will pay less than a man with the same type of vehicle, who travels 100,000 miles.

The truckers are vehemently opposed to this suggestion. However, I do not think they know enough about it yet, although it has been in operation in New York, Ohio and in, I think, about twenty-four or twenty-five other States.

It is a difficult tax to administer, but it is very equitable. It means the man who uses the road most must pay the most, which seems to be a logical situation.

We are charged with the duty of investigating that type of taxation, and probably we will make some





recommendation about it.

We have had people from New York State before us explaining it, and we will hold meetings in Toronto in the fall, at which we will allow people who are in favour of it, and those opposed to it, to present their views at these meetings. It is a sort of another barrel to our gun, or put it as you will.

We were getting along quite nicely, and thinking we might come to some conclusion on the toll-road situation, when this landed on us, and we have to deal with it as well.

I think that may be sufficient background to give you an understanding of our functions.

We are here to answer any questions you may have, and to give you anything you want that we have, and to receive any resolutions from you which you may care to present.

I notice two in front of me, one from the Chamber of Commerce, and one from the Municipal Union.

I would appreciate it very much if those responsible for these resolutions would stand, read them, and move their adoption, because these will appear in our records, and we want them in our proceedings in order that we may refer to them later on.

I would suggest this meeting be an open one,



and we will be very glad to listen to you, and to receive anything you may want to present before us.

Perhaps I might ask someone from the Fort Frances Chamber of Commerce to present its resolution.

MR. E. C. ANDERSON (President, Fort Frances Chamber of Commerce): Mr. Chairman and gentlemen: we would like to present the following resolution:

" The Fort Frances Chamber of Commerce appreciates the opportunity to present a brief to members of the Select Committee on Toll Highways which has been set up by the Ontario Government.

May it be pointed out, that any statement or recommendation made herein has been duly authorized and approved by resolution at the regular monthly meeting of the Fort Frances Chamber on June 15, 1956.

The need of a highway to connect the Rainy River district with the Lakehead cities of Fort William and Port Arthur has been stressed by this Chamber for the past 25 years, and now has the support of every individual Chamber of Commerce along the entire route, and the unanimous endorsement and recommendation of the Northwestern Ontario Associated Chambers of Commerce.





One section of the highway, from the Lakehead to Atikokan has now been completed and the remaining section from Atikokan to Fort Frances, a distance of 90 miles, promised.

Considerable delay in starting construction on the remaining portion has taken place, due to the problem of crossing the north arm of Rainy Lake, a distance of about two miles, and located at the extreme western end of the proposed route.

Confronted with the problem of crossing Rainy Lake, suggestions of alternate routes were received, but could not be considered feasible. The temporary use of a ferry or barge was agreed to by many citizens as a means of overcoming the lake crossing, which would necessarily bring into operation some system of a toll for such service.

A more recent recommendation has been received from road building engineers for the construction of a causeway across Rainy Lake, with necessary bridges of sufficient height to accommodate marine traffic, as the most logical means of providing year round service for the entire highway.

As the cost per mile for the building of



such a Causeway is much greater than the per mile cost of the remaining highway, it is therefore recommended by the Fort Frances Chamber of Commerce that a toll fee be collected from all vehicular traffic using the causeway. It is further recommended that consideration be given to local citizens as daily commuters, for a reduced charge on a yearly basis.

The practice of collecting toll by the Ontario Government is approved by this Chamber for the following purposes only:

- (1) Construction and maintenance of special bridges.
- (2) Extensive causeways.
- (3) Super-class highways.

Respectfully submitted by the Fort Frances Chamber of Commerce.

(signed) 'Donald Sutton'

Secretary."

That is dated June 15th, 1956.

Mr. Chairman, I move the adoption of this resolution.

THE CHAIRMAN: Thank you, Mr. Anderson.  
Is there any discussion on this resolution by any member of the Committee, or anyone present at this meeting?



MR. ANDERSON: Mr. Chairman, as appeared necessary, we felt that this resolution should be shortened, and I would appreciate the privilege of enlarging upon it, if I may.

THE CHAIRMAN: Certainly, if you please; will you kindly proceed?

MR. ANDERSON: We refer in the third paragraph to the need for the highway. This Lakehead-Fort Frances highway project has been before the people in the northwestern part of the province for some 25 or 30 years.

In 1935, the project first came up at the Northwestern Chambers of Commerce Association at Dryden, where it was unanimously adopted.

If you will permit me, I will digress for a moment, and refer to this "unanimous adoption" matter.

In 1952, under the Constitution of the Northwestern Chambers of Commerce, all resolutions must receive unanimous support. If there is one single dissenting vote by any member or delegate at that convention, that resolution is thrown out, and receives no further consideration.

It is a little difficult to get a resolution through the Northwestern Ontario Association of Chambers of Commerce, because one of the other conditions in regard to a resolution is that it must apply to the entire





northwestern area, and not be of purely local interest, so that a resolution presented by any individual Chamber, to the convention, must, first, go through the Resolutions Committee, which rules first upon its applicability to all northwestern Ontario, and whether it shall be accepted for consideration by the convention.

I have had the privilege of sitting on this Resolutions Committee now for the last five years, and I am certain that more than one half of the resolutions presented, never reached the floor.

After the resolution is passed by the Resolution Committee, it is again presented to the entire convention, and there the question of unanimity must come into effect, and that is where some resolutions have met their fate.

This resolution from the Northwestern Association of Chambers of Commerce, has made the construction of the Lakehead-Fort Frances highway the No. 1 resolution from the Northwestern Association of Chambers of Commerce regarding highway construction for the past fourteen years

There were one or two occasions where it was put aside. In one particular case, the construction of the Red Lake road had priority, as it was felt that a road into the Red Lake mining area was an absolute necessity, as far as the war effort was concerned, and the Fort Frances Chamber of Commerce, with the others,



agreed that the place of the No. 1 highway construction project by our Association, would be relinquished in favour of the construction of the Red Lake road.

Later, in 1947, there was some discussion as to the route the road would take from the Lakehead to Atikokan, it still being agreed this road was the No. 1 project.

However, Atikokan was in such dire need of a highway outlet, that there was a faction which said, "Let us run this outlet to the Trans-Canada Highway.

However, after a special meeting of the interest parties -- and that included the Chambers of Commerce as well as the municipal authorities -- there was a meeting held in Port Arthur, and it was agreed that this highway would be built from the Lakehead past Shebandowan to Atikokan, and that would be considered as the first step to the Lakehead-Fort Frances highway.

There is a long history of agreement amongst these people in northwestern Ontario, as to the need for this highway. The resolution was not passed based on any whim which could not be supported, although in certain quarters over the years, it had been considered just a whim in certain communities.

However, there has been a need for so many items for the development of northwestern Ontario, as



you can see, and no doubt have seen throughout your travels, as the country is building up along the means of communication.

Going back to the history of Canada, everything was built up along the St. Lawrence River, and ten miles back from the river, and there were no communications at all.

The same thing applies to any area, that is, the necessity for communication, and this highway is an absolute necessity for the development of this large area.

Along the Rainy River, and the area adjacent to it, between Fort Frances and Atikokan -- which is approximately the size of one of the districts, and is larger than most districts in your eastern counties, there is no highway in all of that area.

Now, beside the need for development -- perhaps I should not say "beside", but included in that development is the development of our timber and mining industries. There are millions of dollars worth of timber in this area which cannot be economically taken out until we have some highway communication through the area.

Then there is the important development, from our point of view, in regard to the Seaway. Within a few years, that will reach right through to the Lakehead





cities.

The demand for agricultural production in this developing area, and in the growing Lakehead cities, is increasing all the time. With the development at Atikokan of the Steep Rock and the Caland, the demand is already established.

In regard to the western end of the district; there are at least four members of this Select Committee who have been up here before, and have seen the agricultural area west of here, and I am sure the balance of the Committee will realize the absolute necessity for creating markets for this potential agricultural area we have here.

This could be one of the largest producers of agricultural products in northern and northwestern Ontario were it not for the fact that we lack markets. It is well known that agricultural produce has to have an immediate and close market. This highway will not only furnish that produce to the areas which require it, but will also develop and increase the agricultural production of the western portion of the Rainy River district.

Now, we come to the causeway. Personally, I would rather call it a "Fill". "Causeway" makes it a large and difficult project. According to the Construction Aggregate Corporation, who did all the



drainage business at Atikokan, this is not a difficult project at all. One of their officers told me they are doing and have done larger fills, including the Delaware cut-off in the eastern states, and he considers this as only a minor project, probably too minor to interest the Construction Aggregate Corporation.

You gentlemen have been over the road today. It is not a difficult proposition. There are no long open stretches which are subject to the ravages of high seas or flowing water. It is only a matter of hauling rock in and dumping it in there. It is only approximately fifty years ago that two contractors at the time, MacKenzie and Mann for one, and N. Johnson Cary for another, did the railway fill you saw today with mules and scrapers, and hand-drilled holes.

With the equipment we have today, should any of you be concerned enough to wonder about "fills", and "causeways", I suggest you take the time for a run up the north shore of Lake Superior at Silver Bay harbour, with the traconite development, where a 14-mile fill has been created to enable the lake ships to haul the traconite away.

It is not a big proposition; we believe it can be done, and we believe it will be done.

We also recognize the fact that such a fill



will cost somewhat more than the construction of an ordinary highway. For that reason, we are agreed, and quite willing, to support the collection of tolls on this causeway. No matter what the toll may be, it will be cheap to us, compared with the development which will take place here as a result of the building of the balance of this highway.

I thank you very much for your patience in listening to me. (Applause)..

THE CHAIRMAN: Thank you, Mr. Anderson.

Is there any further comment on this resolution presented by the Fort Frances Chamber of Commerce?  
(No response).

If not, is there someone here from the Rainy River Chamber of Commerce, who would like to present this brief (indicating) to us?

MR. P. M. VENNES: Mr. Chairman, and gentlemen; the following is a short brief which I would like the privilege of presenting on behalf of the Rainy River and District Chamber of Commerce.

It reads as follows:

" At a meeting of the executive of the Rainy River and District Chamber of Commerce on June 14/56, the following motion was passed:

'That the Rainy River and District Chamber of





Commerce would be in favour of a toll being charged at the Rainy Lake Causeway providing it would hasten appreciably the building of the Rainy Lake Causeway.'

Reasons for the motion being passed -

-A large percentage of the summer traffic over that causeway and the highway to Atikokan would not be using Canadian gasoline and consequently would contribute nothing to the cost of building and maintaining that causeway.

-The opening of the highway to Atikokan would permit the flow of agricultural products from the western part of the Rainy River District to the Atikokan area which has none of its own. This would stimulate the farming and increase the economy of this area which is lacking in markets. The sooner the causeway and highway are completed, the sooner will be the settlement and development of the good, vacant farm lands that we have here.

-With the expected building of a traffic bridge at Rainy River in the next year or so, the early completion of the Rainy Lake Causeway and the highway to Atikokan is very desirable. When both are completed, we will have a secondary Trans-Canada highway from the Lakehead to the west.



This will stimulate and increase the amount of traffic of all kinds -- including tourist traffic -- through this whole area. Also such a secondary highway would be useful for emergencies of all kinds -- whether it is floods, snow-storms, forest fires or war, there would be a road open west from the Lakehead. When the St. Lawrence Seaway is completed, transportation by road would be greatly increased and it seems very desirable and natural that there should be a second highway from the Lakehead to the west through Atikokan, Fort Frances and over the bridge at Rainy River.

-I would like to repeat -- if a toll being charged at the Rainy Lake causeway would appreciably hasten the building of that causeway and the road to Atikokan, we are very much in favour of it."

THE CHAIRMAN: Thank you, Mr. Vennes. Do you wish to comment further on this resolution?

MR. VENNES: I think not. If there are any questions, I am prepared to try and answer them.

THE CHAIRMAN: It seems very complete. There is no doubt about how you feel.

Is there any comment anyone would care to make on this particular resolution?



MR. ROOT: Mr. Chairman, may I ask a question?

THE CHAIRMAN: Certainly, Mr. Root.

MR. ROOT: There is a reference to "farm area". May I ask where the farmers find their markets now?

MR. VENNES: Mostly in Winnipeg. It is a question of shipping cattle into Winnipeg. It is not a grain country. It is shipping the cattle and sheep at present time, but if this road was opened, there would be the shipment of agricultural products into the Atikokan area.

MR. ROOT: Do you think there would be a higher-priced market when the produce is moving east instead of west?

MR. VENNES: I think so. At the present time, it is necessary for cattle and sheep to be shipped into Winnipeg, processed, and then shipped back to Atikokan.

There is no question but what it would save transportation costs.

MR. CALDWELL: There is a considerable market in Atikokan for dairy products. The expense of shipping is far higher by railroad, than it would be by highway.

THE CHAIRMAN: Do you supply Atikokan now with milk and butter?

MR. CALDWELL: We do.

THE CHAIRMAN: Have you any idea of what percent





of that market you supply?

MR. CALDWELL: At least 50 per cent.

THE CHAIRMAN: It all goes by rail now?

MR. CALDWELL: By rail, yes.

MR. AULD: In the first brief, there was mention of vehicular traffic, and I was thinking that the standard of road I have heard discussed was a 24-foot road.

I was wondering if it was suggested there would be any appreciable pedestrian traffic, that is, along walks, of course, or whether pedestrian traffic would be prohibited, because it would appear it might be dangerous on a relatively narrow road like that.

HIS WORSHIP MAYOR LOCKHART: I think the pedestrian traffic would come from the tremendous tourist traffic which is developing.

Where no sidewalks are provided, there is the danger of pedestrians walking on the highway.

In the summer time, our population increases to a very great extent, and that might be a hazard we would have to face.

MR. AULD: Has it been suggested that pedestrian traffic would be prohibited on the causeway portion of the road? It would be alright if parking facilities were provided on the highway slips.

THE CHAIRMAN: Has Mr. Jones, the Division Engineer



any comment on that he would care to make?

MR. JONES: Mr. Chairman, the usual width of a highway today is a pavement 22 feet wide, and a minimum width of shoulders of 8 feet. That would be the standard for the Atikokan highway.

But as far as the causeway is concerned, I would imagine they would put in the greatest width possible. That problem has not been brought to my attention so far. I have not heard any discussion on it.

But I would think there would have to be a shoulder sufficiently wide for the safety of traffic, and when you get close to 8 feet, your shoulder is wide enough for pedestrians.

THE CHAIRMAN: Thank you, Mr. Jones.

MR. AULD: Would the estimated cost be based on a 22-foot or 24-foot pavement, and a shoulder of 6 feet or 8 feet, or would it be fairly narrow, say a shoulder of 2 or 3 feet, and then a slope.

MR. JONES: No, the standard shoulder of the Trans-Canada is 10 feet in the south, and 8 feet in the north. It starts to round at about 5 feet, and rounds very slowly.

MR. AULD: Has this same standard been considered for the causeway?



MR. JONES: I think it is still in the hands of the Planning Branch, as far as I know.

THE CHAIRMAN: Are there any further comments on the resolution submitted by the Rainy River District Chamber of Commerce? (No response).

I have a brief presented by the executive of the Municipal Union, signed by the President, Mr. V. K. Crockford, and Mr. P. A. Newdick, Secretary.

Is Mr. Crockford here?

MR. KING: I live in the municipality. This brief was drawn up, but Mr. Crockford has been taken to the hospital in Winnipeg, and asked me to come here and read the brief, and then move its adoption.

THE CHAIRMAN: Thank you, Mr. King. We will be very glad to hear it.

MR. KING: Mr. Chairman and gentlemen, this is a brief presented to the Select Committee of the Legislature on Toll Roads, meeting at Fort Frances, Ontario, on Friday, June 22nd, 1956, by the Executive of the Municipal Union of the District of Rainy River.

It reads as follows:

"The general feeling of the members of the Executive of the Municipal Union of the District of Rainy River was definitely opposed to the principle of tolls being applied to Ontario highways:





It was the opinion that the roads of Ontario should be built and maintained from general revenue for the use of the travelling public.

However, in view of the considerable cost involved in the construction of the causeway across Rainy Lake on the Atikokan to Fort Frances link of the Rainy River District highway, they were prepared to modify their attitude in this particular instance. It is realized that considerable traffic could use this route without contributing in any way to provincial revenues. It is also felt that with the St. Lawrence Seaway now in process of construction, the need for the building of this causeway and highway link is urgent both to take care of the traffic which the completion of the Seaway must bring and also to make certain that the development of this area is not seriously retarded by its lack.

As a result, at a meeting of the Executive held in Lmo, Ontario, on Monday, June 15th, 1956 at 8 p.m., the following resolution was passed: 'That this Municipal Union approve the proposal to levy tolls for the use of the causeway across Rainy Lake provided this will hasten the construction of this urgently needed work and with



the understanding that these tolls would no longer be levied once the cost of construction had been repaid by them.'

It was also resolved:

'That some system of commuters rates be evolved whereby local residents of the Rainy River District who might make frequent use of this causeway would be permitted to purchase monthly or annual passes at a reduced rate.'

This brief is respectfully submitted in the hope that it may help to enlist the support of this 'Select Committee on Toll Roads' for the early construction of this necessary highway link upon which the development of Northwestern Ontario and especially the Rainy River District is so vitally dependent.

Municipal Union of the District of  
Rainy River.

(signed) 'V. K. Crockford', President.

(signed) 'P. A. Newdick', Secretary

Now, Mr. Chairman, I would like to elaborate on that a little. I probably will be repeating something which has already been said.

The second part of the resolution refers to



the reduction of tolls for local residents who may be using the causeway to some considerable extent.

I had occasion to go across the river, where they have this reduced fare for the local inhabitants, and had I paid the toll over and back, it would have cost me \$1.60, whereas the chap with whom I went used his book and it cost us 90 cents, so in that case, there was a saving of almost 50 per cent. and it would not create a tremendous burden on the local inhabitants who are using the causeway to any great extent.

This causeway will open up vast potentialities of development throughout the district.

At the present time, we have several milk producers who are producing milk and selling on a quota basis, but most producers produce over their quota in order to maintain their quota during the time when the cows are dry and milk is not at full flow.

At the present time they are selling their surplus milk at \$2.00 per cwt., less than the quota price, which works out at approximately 4 cents a quart, which isn't a great deal of money.

If the causeway was completed, these producers would find greater markets, because of the reduced cost of transportation, freight rates, and so on.

At the present time, they are competing with





the Canadian National Railway, with a non-competitive rate, where it is quite feasible to ship from Winnipeg to Atikokan at the same rate as you can ship from Fort Frances to Atikokan.

Therefore, if the road was in from here to Atikokan, it would certainly lower the cost of transportation.

The same thing applies to beef and pork. At the present time, there are a great number of what we call "herders" who buy, kill and sell meat and meat products in the town of Fort Frances, and throughout the district, but they cannot ship to Atikokan, because of the excessive freight rates.

To overcome that, and to give Atikokan its meat, they ship live weight to Winnipeg, process it, and bring it back through this non-competitive strip of railroad, or take it around by way of Port Arthur, and bring it in, in that way.

Actually, it is much cheaper to ship to Atikokan from Winnipeg by Fort William and Port Arthur.

If the causeway was completed, it would open small tracts of timber east of the causeway by small contractors, who are now working and dwelling 60 or 70 miles west of the mill, and it would certainly cut down their costs. These people I do think will have to have



some reduced rate of toll.

The causeway is referred to as the "link between Atikokan and Fort Frances". The causeway, in my opinion, is a link between Atikokan and Winnipeg.

It is assumed on fairly good authority that an international bridge will be built in Rainy River in the very near future, therefore, they can cut off by using that portion of the road, at least three hours on a trip to Winnipeg, and will be going right through the district, and that in itself is quite a point.

I think that is about all I have to say on the causeway. If I may, Mr. Chairman, I would like to speak for a moment on the Department of Municipal Affairs, and bring up the question of bridges.

Some years ago, and for the past several years, the provincial drainage system -- who operates it I just do not know -- but before my time, the Department of Municipal Affairs, through the municipalities, dredged these waterways, and in doing so, it necessitated the construction of bridges, rather than culverts, and we find that in our money by-laws, we are given certain grants provided we spend so much of them in construction, and we in Emo municipality, feel that a change from a culvert to a bridge is construction. That certainly was, in maintaining culverts.



We are building a bridge, and we have appealed to Mr. Williams, and he allowed us to re-build the bridge as construction.

That particular structure was a bridge at one time, but somebody saw fit to change it to a culvert, and then came the dredging, and that produced about a mile of straight creek, with a 10 or 12-foot strip in each mile, and in the last seven or eight years, we have been spending around \$200. a year for maintaining that one particular culvert. So this year we are building a bridge.

Now I think, due to the high cost of bridging I would like to have the Department of Municipal Affairs consider taking over the bridges throughout the district - certainly through my municipality -- and we are running into great hardship trying to maintain what roads we have, and trying to build bridges, too, and we find we are always a few dollars short.

THE CHAIRMAN: You and every other municipality in Ontario.

MR. KING: I think so. That is all, Mr. Chairman.

THE CHAIRMAN: Perhaps Mr. Noden would like to comment on that.

MR. NODEN, M.P.P. (Rainy River): Mr. Chairmar





our Division Engineer appeared in Cochrane on January 5th, before a representative of the Department of Municipal Affairs, and the Department of Public Works, and discussed certain drainage matters in this district, and in connection with this matter, I would be happy to receive a copy of the brief and bring it to their attention.

THE CHAIRMAN: I might make some comment on some of the points mentioned in this brief.

In regard to this matter of commuter rates; I think that is a very logical proposition. It appears so to me. It is done in other places where they have toll roads, and it seems to me if a man is using the road continuously in his day-to-day life, perhaps to get to and from work, he should not be expected to pay the full toll. I do not think that is the purpose of tolling. That is my personal feeling in regard to commuter tolls, and I think possibly the saving to the commuters as a whole, should be considered. If anybody does not agree with me, they are free to speak for themselves.

There is another point I have in mind here, and I want to make this general comment. I do not think there is any doubt in the world but what this road is greatly needed. You do not need to "sell" us on that idea. We know it. We have ridden on the road from



the Lakehead to Atikokan, and we have seen it come to a dead end. It is obvious the road should be built. It is a development which is necessary to look after the traffic which exists now.

The southern part of the province is growing at a terrific speed. In Toronto right now, you can build a road from any place to any place, and within three months of its coming into operation, it is taking three times its estimated capacity, and it does seem to me that the roads up here are needed for the development of the area as a whole.

But there is this question of the allocation of the amounts you can spend, as represented in dollars and cents, and the question is where will you spend what is available this year?

The demands on the Department are simply immense. We have a backlog on account of the war, and on account of the increase in automobile traffic, of approximately \$1 billion, which will be required to put the roads we have now in what is considered to be a tolerable condition. Sometimes we feel we will never catch up with it.

You realize I am not a Toronto man, but I know the Toronto area. We have two stretches of highway there, I would say, linking up the heaviest-



travelled highways on the North American continent. There was a traffic count taken on highway No. 401 which goes around Toronto, and was designed to divert traffic from the city streets, and it showed 88,000 vehicles passed over that particular stretch of highway in a 24-hour period.

The Queen Elizabeth Way is a four-lane, separated highway, and I think it averages from 40,000 to 45,000 vehicles in every twenty-four hours, seven days a week.

On the Labour Day week-end, it is estimated that it shoots up to from 84,000 to 85,000 vehicles.

From this, you can see that the pressure on the province is simply immense. This new type of highway is fantastically expensive to build, costing approximately \$1 million per mile, including the structures: culverts, elevations, and everything else, if the highway is to do the job for which it was planned.

We certainly are greatly in sympathy with your problem here. It is obviously a problem, and I am very happy to have this brief presented, giving your points of view, because it may be if this facility is tolled -- and I do not know whether it will be or not -- it might be easier to have it built a little faster.

The meeting is open for any comments or any





questions you would like to raise, or upon any matters any member of the Committee would like to bring up.

HIS WORSHIP MAYOR LOCKHART: I would not like the members from the east to get the idea that we have the impression there will be any delay in starting this highway. We have been waiting for "Bill" Noden to ask somebody to take out the first shovel full at almost any moment.

I think perhaps there is but little uncertain that the highway will be started, because the hon. Prime Minister of Ontario promised us two years ago that it would be built, and another hon. Prime Minister told us ten years ago it was going to be built.

But what we are concerned about today is that apparently in the Rainy River district -- at least in my portion of it -- there is a feeling that perhaps it is logical that a toll should be put on this particular causeway to help pay for it.

I was not going to mention it, that is, the brief from the Rainy River District, and what it purports to show, but we think there will be a very large influx of tourists using this particular road, who could fill up with gasoline across the river, and go up by Pigeon River, and not pay anything at all, but I believe that these people will not be averse to paying a toll, to see



the beautiful country we have to the east of us.

In some cases, the tourist business may be over-stressed, but it is important in this area. That is apparent as you travel to Kenora. If you noted the situation there fifteen years ago, and then see it as it is today, with a large permanent population, especially all along the Kenora highway, it must be apparent that it was the road which induced that improvement.

It is my belief we will have people coming in from outside, making this trip in both winter and summer, who will be buying the products of this area.

In regard to the agricultural field, about which I happen to know a little, most certainly the opening up of new markets locally will help the development of our agricultural area.

The thing which has happened is that we are growing so fast. Our industries are expanding very rapidly, and to an increased extent, and our mining areas are being developed, and they are actually "sapping off" our farm people, through paying higher wages, faster than we can bring them in.

I think you will notice that we have more markets, which will be induced if we have better roads.

But I think very strong consideration should be given to the matter of secondary highways across Canada,



because as the Trans-Canada road is developed between Sault Ste. Marie and Fort William, it will become one of the logical roads which can be taken.

I am not taking anything from the north country in making that statement, because events have proved in the past that where highways are built, the traffic increases immediately, and there will be sufficient traffic to take care of both types of roads.

Please do not go away with the idea that we have a suspicion that this road will not be started right away, because you would have not a minor revolution but a major revolution on your hands if we do not get some rock poured into Rainy Lake very quickly.

MR. MacDONALD: There is one question which came to my mind in connection with the briefs. It came up in one of the briefs, and I saw it was coming up in another, so I delayed my comments.

Interestingly enough, it appeared in the brief at Atikokan last night.

In order to try and clear what may be beclouding the general picture of the feeling throughout the communities, may I make this general comment, underlining what the Chairman has said?

Certainly, speaking personally, I did not have to make this trip to be convinced that this road was





necessary, whether or not it involved a causeway, and everything I have seen so far has strengthened my conviction that for the general good of this country as a whole, and for the good of your part of northwestern Ontario, it is an obvious need.

When this was promised -- as one of the briefs mentions the promises started back some 25 years ago, was repeated by an hon. Prime Minister of the province ten years ago, and again two years ago, -- I do not think there was any suggestion when these promises were made, that it would involve a toll anywhere along the way, and in developing the situation, the question has now been raised as to whether it is a fair proposition that in regard to the causeway portion of it, a toll should be charged.

I want to say that I, generally, have been opposed to the principle of tolling, for reasons which can be documented, and in the mechanics of which, we should try to get greater equity in the tax structure, but I cannot help but feel that the imposition of a toll has its bad features, even if it is restricted to the causeway alone.

The people of this area have from time immemorial -- at least, from Confederation -- been penalized by having to drive some 400 or 500 miles if



they wanted to get from Fort Frances to Atikokan, a distance of 90 miles by the more direct route, and with the building of this road, you will be relieved of this penalty.

The imposition of the toll means there will be perhaps some added convenience and privileges, but in spite of the 450 miles you will save in driving, you will still be further penalized by the imposition of the toll, and, therefore, I am not persuaded that it is necessary, although it is admitted the causeway will cost more.

If you have been reading the Toronto papers, you have noticed there was a certain section of Queen Street where they ran into quicksand, and they have found it will cost them about \$900,000 more than was anticipated and there are many parts of this province where the construction of each mile of highway will not be much more than the cost of the causeway.

That brings me to the question, Mr. Chairman, to endeavour to discover to what extent there may be other views in these communities.

Last night in the brief presented at Atikokan, and in the brief presented here, there was a suggestion as to the willingness to accept tolls, and I am wondering whether you were happy about it as being the means to



an end, or whether you wanted to endeavour to get the government to get the road right through.

I see in the last paragraph in the brief from the Rainy River and District Chamber of Commerce, it says this:

"I would like to repeat, if a toll being charged at the Rainy Lake causeway would appreciably hasten the building of that causeway, and the road to Atikokan, we are very much in favour of it."

Then the first paragraph of the Union brief suggests that you are not happy with a toll, but accept it only as a means of getting the road more quickly.

I note that it says:

"The general feeling of the members of the executive of the Municipal Union of the District of Rainy River was definitely opposed to the principle of tolls being applied to Ontario highways. It was the opinion that the roads of Ontario should be built and maintained from general revenue for the use of the travelling public."

I do not know whether I should address my question to the Chairman or Mr. Anderson as to the extent of the view which has emerged very recently, in fact, in the last ten days or two weeks, in the Chambers of Commerce of this area, you are willing to





accept the principle of tolls on the causeway, and to what extent that they have been accepted or opposed generally throughout the communities.

For example, last night in Atikokan, the spokesman for the Chamber of Commerce with what I thought was a very generous gesture, stated the Atikokan Chamber of Commerce asked that special consideration be given to this area of Fort Frances, and mentioned a yearly ticket to be issued for the unlimited use of the causeway.

I asked at that time whether the Chamber of Commerce was wanting this concession only for the Fort Frances area, or did they also want it for the Atikokan area, and the spokesman for the Chamber of Commerce said they were not particularly interested in the Atikokan area, because they thought the Atikokan people would not be using the causeway as much as the Fort Frances people.

I spoke with others before I left, and they had a very different idea.

I was told that half of the people working at Atikokan came from the west, and would use the causeway a great deal, and both economically -- and I would suggest perhaps also politically -- there might be some interesting ramifications and repercussions from the proposition that you were conceding special concessions to one group



of people, and not to others in the same area, who may be using the causeway extensively, when they are looking forward to getting home, by road, instead of travelling by train.

So my question is as to the reason for that part of the brief by the Chamber of Commerce of Atikokan in regard to the acceptance of the toll for the people of Fort Frances; was it for the purpose of endeavouring to hasten the construction of the road, or was it for the benefit of the people of Fort Frances, and is that feeling shared by the whole community?

THE CHAIRMAN: Would you like to answer that, Mr. King, or just like to speak to it?

MR. KING: Mr. Chairman, I think all of us are opposed to the tolls, when we are paying the gasoline tax. It was a very truthful statement when the chap in Atikokan said that 50 per cent. of the people working in Atikokan came from the Rainy River district. I believe that. There will not be enough traffic from Atikokan; one individual will not come often enough to warrant any investment in an annual book of tickets.

The commuters to which the Municipal Union referred, comprised such people as used the causeway to such an extent they would almost pay for it in its entirety -- or 50 per cent. of it.



For instance, let us consider the transports, that is, the owner of two or three vans, who is sending them down there each day; he would certainly be far more able to save on the causeway, than one whose home is in Emo, for instance, and who is working in Atikokan, and likes to come down perhaps twice a day, or on week-ends.

I do not think the payment of, let us say, \$1.00, would mean as much to him to cross the causeway -- it would not mean any more -- than to the transport company paying "two bits" to take a truck over the causeway three times a day.

True, it would not matter to the trucker concerned if he has to pay to cross the causeway, if he had to add another 50 cents per 100, or "two bits" per 100-weight or something like that.

Tolls, in general, are nuisances, and I think the attitude of the general public is that they are nuisances, but I do feel that 90 per cent. of the area would be willing to pay toll to build the causeway, but I also think they would object to paying a continuous toll.

For instance, when I was a young fellow, we used to pay toll to go across the river -- we still do, as a matter of fact -- but after twenty years, it seems to me the bridge should have been paid for, and yet they





"upped" the toll this year.

The people who cross there take it for granted they will have to pay a toll; they are willing to do it -- I would not say "willing", but they do it without any "squawk".

So I think it might be convenient for the general public. The rate of speed crossing the causeway will be so small that they will have to stop anyway; they cannot cross the causeway at a terrific speed of 45 miles an hour, or anything like that. They will have to slow down to go across the causeway.

I think when they speak about it, they will say it is a nuisance. I do not think anybody will say, "Let us forget about the causeway", simply because they charge "two bits" to go across.

HIS WORSHIP MAYOR LOCKART: Mr. King, I know unintentionally, mentioned that 50 per cent. of the people working in Atikokan come from outside. I think that is what was said in the brief. We must remember the town of Atikokan is in the Rainy River district and it is in the western part of the district.

MR. GILLON: Was Mr. MacDonald on the boat trip this morning?

MR. MacDONALD: Yes.

MR. GILLON: One reason there was so much



consideration of the local citizens having something in the nature of a monthly or a yearly ticket, is that this whole side of this strip is an Indian Reserve, and unless we can get across there easily, there are 75 or 80 homes now which cannot be reached, and when this causeway is built, there will be many more who will come in town in the morning and go back at night, or perhaps may come in two or three times a day, and go back again.

Where there is no reserve, it is all built up and people are living there all the year around. It would be the same thing when they can cross the causeway. Of course, as we all know, we cannot build on Indian reserve land.

I think, as Mr. King said, that basically all of us are opposed to tolls, but if it is going to be of any use to me, I do not mind paying toll, perhaps for the next four or five years.

When does the Committee expect to make its report to the Legislature?

THE CHAIRMAN: We expect to give them a report at the next Session.

MR. GILLON: Mr. Noden has told us, and we have seen through the press, that Premier Frost has promised us this road will start next year, but if we have to wait for the report to the Legislature --



THE CHAIRMAN: I do not think that will be necessary. I do not think anything we may recommend, as far as toll is concerned, will have anything to do with construction.

MR. YAREMKO, Q.C.: I would like to express my opinion on this matter of commuter rates.

It appears that the people of Atikokan have been suggesting how the commuter rates will affect the people in Fort Frances.

My own conception of a "commuter rate" is that anybody can pay this authorized rate.

For example, on the New York Thruway, there is a commuter rate where you can buy a pass for \$20.00, and that is available to anybody --

THE CHAIRMAN: No, only to those who have registration plates issued in the State of New York.

MR. YAREMKO, Q.C.: If there was a rate for the causeway, even in Toronto, if I were so inclined, I could buy a ticket and come up here and use it. They will probably be available to everybody registered in the province of Ontario.

Speaking on my own behalf, in regard to the theoretical problem concerning the roads up here, it is my opinion that there is no doubt about it -- and I think Mr. King will agree with me -- that if anybody were





asked the question, they would prefer a free road to a toll road. There is not a man who would not answer and say, "I want a free road".

Of course, the answer is that the road cannot be built without an alternative.

The Chairman has suggested that on one particular stretch of highway, on the by-pass around Toronto -- and it probably is true on other words -- in one day, there were 88,000 cars on that one stretch of road, and I think Mr. King can well imagine the gasoline tax which was paid by the operators of those 88,000 cars; it might probably provide more than an ordinary four-lane highway will, but I think in the province of Ontario -- and I am in entire agreement -- our thinking should be along province-wide lines, and not be concerned more with building from east to west, or north to south, but the construction should be by units, and each of those units by itself.

I think the development will have to be considered right across the board. Sometimes people in certain areas have to assist others in order that this development be speeded up, or brought into being, because it is the immense pulp and paper people in northern Ontario who provide the people in southern Ontario with employment.

I think we never should forget that issue,



and that it should be on a province-wide basis.

I think this gathering here would be interesting to know that at the end of the other highway, there is the Burlington Skyway, a facility which will cost between \$17 million and \$20 million, and that this Committee and the government are faced with the problem of how that particular Skyway is going to be paid for.

One of the suggestions has been that it will be a toll bridge, and the municipal representatives from that area have gone on record as approving that the Skyway be a tollway.

So the problem, as the Chairman outlined earlier, includes northern and northwestern Ontario, and also southern Ontario, where there is such a tremendous registration of motor vehicles.

THE CHAIRMAN: Thank you.

I think I might also say that in the report we filed last Session, we stated that, as a matter of principle, these projects should be considered as standing or falling on their own feet, and the minute they are paid for, the road reverts to a free road, and becomes part of the provincial highway system.

We do not want any of these facilities to turn into a revenue-producing proposition, which will go on and on indefinitely.



In other words, let us keep in mind that the toll is only another form of taxation, and if people were asked, "Do you want to pay toll?", they should realize it is only another form of taxation, and anybody who enjoys paying taxes is crazy, and anybody who wants to pay toll is crazy. But, at the same time, it may be necessary.

I want to make it clear, as far as I am concerned, if the toll is sufficient to pay for the project in a certain length of time, we will want to take the toll off, and we do not want to get into the situation mentioned by Mr. King, whereby this will go on and on indefinitely.

You know, very often when these Authorities or similar bodies, come into existence, they like to keep going.

Are there any other comments from the floor?

MR. VENNES: On behalf of the Rainy River Chamber of Commerce, may I say that this resolution was passed at an executive meeting. We did not have time to put it before a general meeting. The opinion of some has been expressed here. We are not in favour of toll roads, but we are in favour of tolls, if we cannot have this causeway built without them.

THE CHAIRMAN: Thank you. I would like to





ask Mr. Noden to, in effect, put his views on this matter into the records of this Committee.

If there is anybody else who would like to express an opinion, we will hear it first, and then let Mr. Noden wind up our meeting, but I want his opinions presented to us formally, so that they will be in our records.

MR. OLIVER: I think from the discussion you have had here, and the one last night in Atikokan, it is evident that we need the highway.

I see the Fort Frances "Times" is represented here, and I would like to read an extract from it, where it says:

"The members of the Select Committee on 'tools'

--"

which may be a mistake, but which we think is a good word. We would like you, as a Select Committee, to be the "tools" to open the eyes of your eastern colleagues to our needs in northwestern Ontario, and to help our hon. member (Mr. Noden) to point out the increase in revenues to the farmers and the tourist operators which will accrue with the opening of the road needed so badly up here.

Also, on this lovely tour we had this morning on the lake, the farms looked pretty good, and



if they could be further developed by putting in this road, you might tell them that if they consider putting in the causeway, they might consider furnishing the money, and we would not have to pay out any money ourselves.

I think the word "tools" was very well put.

MR. ROOT: There was one question I wanted to ask, but before I ask it, I want to say you have an hon. member here who does a real job of "selling us" in eastern Ontario, as to the needs of this part of the country, and I sometimes wonder if he does not make me a little soft-hearted about it, when I have been travelling over gravel roads since 1937, upon which we have some very narrow bridges, which will carry perhaps about five tons.

I really think that "Bill" Noden is making a great contribution to the province.

The question I wanted to ask is this; under our extended terms of reference, is it possible to apply the ton-mile, or weight-mile tax, to commercial trucks?

I take it from what Mr. King and others have said, that you feel the motor transport is a necessity in this part of the province. I know a little about that, as I have been operating a livestock business for twenty-four years, and the question is, would you favour tolls for the causeway which would affect all types of motor vehicles, or would you prefer a heavier tax, perhaps the



weight-mile tax on trucks, which would probably be passed on to the farmers and business men, and then let the motorists and tourists ride over the causeway free?

Do you think that tolls would be more acceptable than a heavier tax on transports, and allow the tourists to ride free?

MR. KING: Am I supposed to answer that?

THE CHAIRMAN: We would like comments from anyone who cares to make them.

MR. KING: I do not know anything about trucking, and never have had anything more than a half-ton truck.

However, the truck licenses have been increased this year by 50 per cent., and some even greater.

I think the commercial transports are paying enough dollars as it is now, by way of their license fees, and they feel that a vehicle crossing the causeway is simply another vehicle.

I think it is as important for me to have my half-ton truck the causeway as it is for somebody else to take a van across, just as it is as important for some chap whose home is in Barwick or Devlin or Emo to take his car across the causeway to get home.

This ton-mile business is pretty much Greek to me, as I feel that a vehicle is a vehicle, and no matter





if you charged a commercial truck so much toll, it would only be added on to the customer anyway, and the customer might as well pay for the small vehicles, the same as for the larger trucks.

I do not know anything about trucking, but I think it is as important for a chap to get a passenger car from Atikokan to Rainy River across the causeway, as it is for a man to get his transport or van from Atikokan to Fort Frances.

MR. AULD: Mr. Chairman, I wonder if I might say something, or ask a question about the first paragraph in the Municipal Union brief. It reads:

"The general feeling of the members of the Executive of the Municipal Union of the District of Rainy River was definitely opposed to the principle of tolls being applied to Ontario highways. It was the opinion that the roads of Ontario should be built and maintained from general revenue for the use of the travelling public".

So I think it is apparent that the Union was opposed to tolling the road.

In our report, the Committee was quite plain in saying there was no suggestion of building toll roads between two places, unless there was an alternate free road provided.



But in the case of the road from Atikokan to Fort Frances, would it be possible to have a parallel free road?

In southern Ontario, consider the case of Highway 401. It **will** go from Windsor to the Quebec border someday, if it is ever finished, and there is a parallel free road, Highway No. 2, which goes to all the places.

The cost of building a four-lane controlled-access, high-standard expressway is perhaps from three to six times as much as the present King's Highway standard road.

Contrary to Mr. MacDonald's view, my feeling is that in spite of the suggestion made in our report, a toll is justified on a road like this, because the people who use it are getting a much higher standard road than the people who use the other 75,000 miles of road in the province, and it was suggested in our report that where a road like this is built, it is built because it is necessary that the province use the general revenue to pay for that portion of the cost ~~which~~ would be required to build a working standard road, and a toll would only be charged to liquidate the cost of building it at a much higher standard.

I wonder if in the Municipal Union's discussion



that particular phase of our report and that particular phase of the problem was discussed, and if it were taken into consideration in their discussions, that a toll, as suggested, would be the only practical and reasonable way of getting from one place to another.

MR. KING: In the Municipal Union, we were discussing the probability of building a causeway to connect one highway with another in the shortest possible time. What we are interested in is getting on with the job, and paying for it in the best and easiest way possible.

I just happened to think of another thing. I do not think there will be too many trucks coming over the causeway, with the exception of a few transports making short hauls, such as from Fort Frances or Rainy River to Atikokan.

I think most of the trucks will be hauling dairy products and meats and meat products, which probably would not have a load of more than three or four tons.

For instance, I do not know how much milk the Co-operatives put on their trucks. They gather the milk throughout the country, and I presume have outlets in Atikokan. I do not know what the tonnage would be.

MR. AULD: Would it be fair to say, Mr. King,





that it was the opinion of the Municipal Union that the road from, say, the Lakehead to Fort Frances, or the Lakehead to Atikokan, should be a toll road?

That was the basis of what you were discussing. You were not suggesting the principle of toll roads in the province, as I suggested a moment ago?

MR. KING: No, we were only interested in building the causeway.

HIS WORSHIP MAYOR LOCKHART: In answer to the previous speaker, we should stick to the good-sized, heavier trucks, and allow those to go free.

Our experience in the Rainy River district has been that quite a proportion of our timber, which comes into the Ontario and Minnesota Paper Company, comes from the farms and agricultural sections, and is trucked into the town of Fort Frances to the Ontario and Minnesota Paper mill.

These loads are heavy, as everybody knows. Mr. King pointed out that the licenses have been increased up to probably 50 per cent. in the last year.

It would seem logical that the license would have been in proportion to the ton-miles hauled by each trucker each year rather than on the basis of the yearly business, and it would not be a much greater burden, but it would be placed more equitably on the people who were



hauling the most pulp into Fort Frances. There is no question about that.

From these heavy stands of timber, there is a great deal which is not large enough to be used at once but they are hauling larger timbers than anything considered heretofore. We have considered that angle in assessing heavy trucks.

On the other hand, it is the livelihood of a number of people. I agree that the farmers are not making too much money out of it, but it could be handled as a farm project.

It is a fact that truckers have been using our roads, and we must make sure that this type of business is not penalized to too great a degree, but I agree that anybody who uses the road should be responsible for the damage they do to the road, when going over it.

MR. ROOT: On the toll roads in the United States, the heavier the vehicle, the higher the toll.

The point was raised, and I think Mr. King's answer was that you would propose a reasonable toll on all types of vehicles, rather than the weight-mile tax on trucks, and allowing the tourists and others to ride free.

We have listened to representations, that some would carry the loads, and others would go along as



they are doing now.

So, in the United States, the toll system does take into consideration the toll for heavier vehicles

MR. KING: I certainly appreciate the fact that the heavier the equipment, the harder it is on the roads.

For instance, you can drive from here to Emo, and going west you have a comparatively smooth road, but coming back to Fort Frances, when you come into town, the road is much rougher, where the heavier vehicles have rolled the gravel away. However, I still maintain -- and I am not speaking for myself alone -- that it is as important for a man to take a few dozen eggs to a destination as it is for somebody to bring a cord of wood the other way, or to have some "Joe" to get from Atikokan to Rainy River.

THE CHAIRMAN: Mr. Noden, have you any comment you would like to make on this matter, for the record?

MR. NODEN, M.P.P. (Rainy River): Mr. Chairman and members of the Committee; I would like to point out to you this afternoon that we are in the area where there was the first highway between the east and west in Canada in point of time, when we travelled by water through Fort Garry, and Athabaska to the Pacific.

At one time, in 1760 or thereabouts, they





built a lock between the upper and lower portions of Rainy River, and other locks south to Quetico Park, in order that there might be water transportation between the east and the west in Canada. That was the first means of travel in this great Canada of ours.

In the meantime, the Canadian Pacific built a railway across Canada. That eliminated the all-water route from east to west, because it created faster travel and served a great purpose, and could move a great amount of traffic.

No doubt if locks had been built as they are in the St. Lawrence, there would be tolls on some of them at least. That is one of the questions being studied today for the passage of boats from other countries.

We in Ontario have built a great many roads in the province, many of them in the southern part of the province, but our population is a great deal less, and naturally our income is a great deal less, but I am sure that once we have built these roads to Kenora, and Red Lake, and Atikokan, which were built by the government of the day by making promises and fulfilling them, they were built according to the needs and wishes of the people, and I am sure that our present hon. Prime Minister, when he made the statement that this road would be built, knew the difficulties in northwestern Ontario,



and what this part of the province means to the rest of Canada -- because, after all, we are part and parcel of this great province -- and we know the amount of pre-engineering which has taken place in connection with this road from Fort Frances to Atikokan, because last year the diamond drillers and the soil specialists were employed to work on this causeway, and they made a report which is very comprehensive, at which our engineers have looked, and have given it a great deal of study, and know that what we need is the causeway.

We know in regard to the old Canadian Northern Railway, that at that time many difficulties were encountered, but I think these difficulties can be avoided here by proper engineering studies, and that fact has been pointed out to me.

I would like to give you the details, but I do not think I have the time to go back to the very beginning, but if I could mention some of them, I think perhaps it would be most interesting, and I am sure that the engineering which has taken place, and the studies which our own engineers have made of it, it is the thinking within the government that our own people should build these road with the means available, and we have invited the Committee to study the question of tolls in connection with our own area here. After all, we



represent 23,000 people out of  $5\frac{1}{2}$  million in the province and I firmly believe this road will not serve only the Rainy River district, but will prove to be a northern route, which will give us a second link between the east and the west, whereas we have only one at the present time, and I do feel that a nation the size of ours, inasmuch as if we consider the United States, where they have eight highways, we deserve at least two up here.

With the completion of the St. Lawrence Seaway, great problems will be created, not only for the railways, but for our highway system. I understand it will be completed within two or three years to the Lakehead, and it is apparent that this road will not just serve the Rainy River district alone, but it will serve a much greater purpose, and will serve not only all of Ontario, but all of the western part of Canada, and in so doing, we, in turn, in this district, will reap intrinsic benefits from the traffic which will be allowed to go over this road.

Not only will it handle the traffic which presently exists, but it will attract other traffic, and I am sure it will become a very heavily-travelled highway, and that is the basis upon which we have to look at it.

Coming back to the various aspects in the district; I have great admiration for the citizens of this





great northwestern part of the province who have given of their personal time and money in connection with the different organizations which have considered the necessity for the road in northwestern Ontario.

They have brought about the building of the road from the Lakehead to Atikokan, which has proven to be of such benefit not only to ourselves but our neighbour to the west and to the east, and I think when we allow ourselves to think along that particular line, there is every justification to provide this "missing link" from the east to the west.

Politically, I am only interested in ascertaining what the people want in this district, and the way they want to be served, and when the Committee indicated its intention of coming to this district, each municipality was invited and requested to send representatives, and the Chambers of Commerce were invited to make representations. And we were glad when the members of our Legislature appointed a Committee which agreed to come here and listen to what we had to say, as to why we want this causeway, and we hope that a recommendation can be incorporated in its report, on the basis of a better understanding of the needs of the people of this northwestern Ontario district, and on the possibility of having a second highway across this country.



I was very much interested in what was said by those who represented organizations from International Falls across the border, who made the statement on the boat this morning that their people were watching the development of this causeway, because they wanted to use it. I think that is good.

We have in this district, the second largest Provincial Park in the province of Ontario.

Then we have this mineral area which was opened up by the Steep Rock people, who came in and worked hard endeavouring to find out what was here, and from their own initiative, and their own vision, they found out, and they knew it was here, because it has been since 1900 that iron ore was known to exist in this locality. They have created a great industry here in this district, and one which will benefit the entire northwestern part of this country, in fact, all of Canada, to a very great extent.

I am thankful that we have the opportunity of telling the people from the east and our government what we need and why we cannot pay for it ourselves.

We have a very excellent organization here in the group known as the Northwestern Association of Chambers of Commerce, which has adopted as their slogan, "All for one, and one for all", and I do not think there is any higher ideal that any of us can have than to follow



that principle

I am here tonight only for a few short years

MR. OLIVER: You look pretty healthy.

MR. NODEN, M.P.P. (Rainy River): Yes, I know that.

As I say, I have the greatest admiration for those who have spent their time and money, and have put a great deal of effort into working for this area, and I can only say how thankful we all are for the efforts they have all put in to matters concerning our district here, the results of which I am sure we all agree will be good for all of us.

I thank you. (Applause).

MR. YAREMKO, Q.C.: I was asked this afternoon when they were going to start taking out the rock. I think what I should have been asked was, "When will the ribbon be cut?".

THE CHAIRMAN: I would like to express my personal appreciation and that of the Committee, to you for appearing before us, and for the briefs you have submitted, which makes our job a great deal easier, when we have to decide, and we thank you for coming here and telling us what you think. As I say, that all makes our job a great deal easier.

I can say without hesitation that we love





your country. This is the first time I have ever visited this part of the country. I have passed over it and through it, but I never stopped off. I am tremendously impressed. This trip will be something for us to take back in memory, and we will spread the gospel about this part of Ontario to the various parts of the country from which we come.

MR. ANDERSON: Mr. Chairman and gentlemen; for the Fort Frances Chamber of Commerce, and for the rest of us here, I wish to thank you and your Committee for coming here and holding a session, so that we would have the opportunity of expressing our views to you. We think you have afforded us a very great opportunity.

We think it was a splendid idea on the part of the provincial government to set up a Select Committee on Toll Roads.

With the cost of highways being what it is, and the backlog of work which is yet to be done, and with the new highways being built, there must be some means of financing them, and I think the time for giving serious consideration to tolling highways is right now.

We are very pleased that our government has set up such a Committee, and we are particularly pleased that your Committee came here to hear our views.

THE CHAIRMAN: Thank you, very much.



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If there is no further business, I will  
declare this meeting adjourned.

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---Whereupon the further proceedings of this Committee  
adjourned sine die.

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ONTARIO

P R O C E E D I N G S

of the

SELECT COMMITTEE APPOINTED BY THE LEGISLATURE  
OF THE PROVINCE OF ONTARIO, TO ENQUIRE INTO AND  
REPORT UPON MATTERS IN CONNECTION WITH TOLL ROADS  
IN THE PROVINCE.

Mr. J. P. Robarts, Q.C., Chairman.

Mr. D. J. Collins, Secretary.

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VOLUME XXII

Wednesday, September 12th, 1956.

KITCHENER, Ont.

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R. C. Sturgeon,  
Official Reporter,  
Parliament Buildings,  
Toronto, Ontario.





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T W E N T Y - S E C O N D   D A Y

Kitchener, Ontario,  
Wednesday, September 12, 1956,  
2:00 o'clock, p.m.

- - - - -

The further proceedings of this Committee  
reconvened pursuant to adjournment.

Mr. J. P. Robarts, Q.C., Chairman,  
Presiding.

PRESENT:

Messrs. Root,  
Sandercock,  
Child,  
Mackenzie,  
Auld,  
MacDonald,  
Mr. D. J. Collins, Secretary.

APPEARANCES:

His Worship, F. Dreger, Mayor of Kitchener.  
His Worship, C. Whitney, Mayor of Waterloo.  
Mr. W. Q. Macnee, Traffic Engineer,  
Ontario Department  
of Highways.  
Mr. John Wintermeyer, Q.C. M.P.P.  
Alderman S. McLennan, Kitchener (Chairman,  
Traffic Committee)



Mr. David Fraser,	Assistant City Traffic Engineer, Kitchener.
Alderman H. Paikin	Waterloo.
Alderman Norman Ross,	Waterloo.
Alderman P. Stewart,	Waterloo.
Mr. James Johannes,	Reeve, Township of Waterloo.
Mr. "Lefty" Werchil,	Elmira.
H. E. Schnarr,	Wellesley.
Mr. J. S. Knapp,	Warden, Waterloo Co.
A. J. Hoffer	Elmira.
C. H. Musselman,	Kitchener.
A. W. Sandrock,	Kitchener.
Harry Prange,	Preston.
Clayton L. Knipfel,	Kitchener,
Alf. J. Brudes	Kitchener.
Norman Bechtel	Kitchener.
Dr. John Hay,	Kitchener,
A. H. Kobel	Kitchener.
Edward Shantz,	Kitchener.
George R. Greer,	Kitchener.
Albert Stressburger,	Kitchener.
Stan Langford,	Canada Sandpapers, Preston.
Edmund Boyer,	Kitchener.
Ira M. Good,	Blair.
Alderman Schnarr,	Kitchener.
His Worship Mayor Weichel,	Elmira.
N. Ratz,	Waterloo.
Mr. Hodge,	CKCO-TV, Kitchener.



HIS WORSHIP MAYOR DREGER: Gentlemen, before the Committee commences its session, I would like, on behalf of the city of Kitchener, to welcome not only the Committee, but those of the public who have seen fit to come here today.

This Committee, as most of us know, is composed of members of the Ontario Legislature, appointed as a Select Committee to study toll roads, and their implication in the province.

Your Chairman, Mr. Robarts, Q.C., will undoubtedly give us a further explanation of that as the meeting progresses.

We are glad to have you here, and any facilities we can extend to you on behalf of the city of Kitchener, we will extend.

I must mention the fact that we are one of the twin cities. We have His Worship, the Mayor of Waterloo, here representing his city, and in collaboration with him, I am extending a general welcome on behalf of the city of Waterloo, as well.

THE CHAIRMAN: Thank you, Mayor Dreger. Before you leave, I would like to say that we appreciate you are an extremely busy man, and will not be able to spend the afternoon with us, but on behalf of the Committee I do wish to say "Thank you".





I am sorry to say that we are exactly one half hour late in commencing our meeting. I do not like it when we tell the public we will be some place at a certain hour, because we should be here, but to handle a group of this size coming, as they do, from all parts of the province, it was necessary to meet in Toronto and come up by bus, and there are inevitable delays, so please accept our apologies.

I have not a list of those who are here who wish to present any briefs or make any submissions to the Committee.

First, I think I will introduce to you the members of the Committee who are here this afternoon, and then I will give you a brief outline of what the Committee is, how it was appointed, what it has done to date, and perhaps why we are here this afternoon, and then if you have any brief anyone wishes to present, we will be happy to receive it, and we will be equally happy to answer, to the best of our ability, any questions you may have touching the question of toll roads, and the question of the weight-mile tax, about which I will speak in a few moments.

Starting on my right, is Mr. Donald MacDonald, the member for York South; next to him is Mr. Mackenzie, the member for York North; Mr. Sandercock, from Hastings



West, whose home town is in Belleville; Mr. John Root, who is known to many of you, from Wellington-Dufferin; next to him is Mr. James Auld, from Brockville, in the riding of Leeds, and Arthur Child, from Wentworth, whose home is in Hamilton.

I know that no introduction is necessary of Mr. John Wintermeyer, Q.C., the member for Waterloo North, residing in Kitchener, who has been very kind in making arrangements for us, and to whom we are very grateful.

On my left is our shorthand reporter who records for posterity the words of wisdom which may drop from anyone's lips this afternoon.

On my right is Mr. Walter Macnee, a traffic engineer with the Department of Highways. He is an expert on traffic counts, and in the use that is being presently made of our highways, and in forecasting what we may expect in regard to certain highways in the future.

On Mr. Macnee's right is Mr. "Don" Collins, a member of the hon. Prime Minister's personal staff, and Secretary of this Committee, who is responsible for our being here only a half hour late. Usually, we are about an hour and a half, and we probably would have been, without Mr. Collin's assistance.



Gentlemen, this Committee was appointed by the Legislative Assembly, and was originally constituted on March 30th, 1955. Our terms of reference -- without reading them -- were, very broadly stated, to investigate toll roads in all their aspects, and their application to the province of Ontario.

We held one or two meetings before the Legislature was dissolved, and then we had a general election, a year ago last June, and the Committee was re-constituted in its present form on September 8th, 1955; that is just a year ago now.

We brought in an interim report to the Legislature last March, and that is contained in this little green volume I have in my hand at the present time.

Briefly, we have all Parties represented on the Committee, and our job is simply fact-finding, and to bring in recommendations, which we offer to the Legislature in the hope, of course, that they will be accepted. They may be accepted, or they may be disregarded.

This particular interim report was submitted to and accepted by the Legislature, and we asked for leave to be re-constituted, to carry on our work for another year.





Between September and December of last year, we did a great deal of travelling in the United States, looking at toll roads presently in operation. We travelled on and discussed toll roads with the New York Thruway Authority, which operates a toll road running from Buffalo to New York city.

We were on the Pennsylvania Turnpike, the Garden State Parkway in New Jersey, and the New Jersey Turnpike, and those were the trips which we made prior to this report being submitted.

This spring, we went to Ohio to look at a new turnpike or toll road which has been opened there, and we had a very interesting session with them, because their toll road is perhaps not as successful as some of the others, and naturally, when you are investigating a thing like this, you want to see and hear all sides of the situation.

We also have spent a great deal of time with various financial men. We had a meeting with some investment bankers in New York city, who have underwritten most of the toll roads and toll bridges in the United States, and we went into the financing very, very carefully.

Then we held I do not know how many public meetings, but we sat in Toronto for a good many days, and received briefs from any and all organizations



which wished to appear before us.

We sent out invitations to, I suppose, 150 or so different organizations, including all the local municipalities, and we received some very interesting briefs, indeed.

As a result of those meetings, and the investigations we made, we came to certain conclusions which perhaps I could deal with at this time.

We found that the general over-all picture leading to the establishment of toll roads in the United States contained five common characteristics, firstly, the government of the State did not feel it was in the public interest to increase motor vehicle taxation sufficiently in order to obtain the necessary revenues to build these very high-cost roads.

Secondly, we found in most places a very large percentage of out-of-state or out-of-province traffic, which was using the roads of the jurisdiction and contributing nothing to their cost or maintenance. They would fill their gas tanks outside the state on one side, and drive through the state, and out the opposite end, and pay nothing for the privilege of operating on these roads.

Thirdly, we found generally a very large backlog of highway construction in many cases, as a



result of the war, and the tremendous increase in motor vehicle registrations, and the use of motor vehicles generally in our economy, in our "way of life", as it is called.

Fourthly, there was a great demand from local municipalities, to give towns and townships and cities assistance in looking after their own traffic problems within the municipality, and, of course, you can only spend a dollar once and if it is spent in the city, it cannot be spent on a particular highway linking the various centres of population.

Finally, we found in some jurisdictions in the States the diversion of the tax money raised from motor vehicle registrations and the gasoline tax. That is not true in the province of Ontario.

We did find in some jurisdictions that money coming from the motorists or the gasoline tax, was being diverted to schools and other things which may be considered to have a greater political appeal.

We had our Treasury people do a very complete analysis of our own tax money in this province, and I think the figures arrived at over a long period of time showed about 69 per cent., that is, the motorists' revenue of this province, contributed on an average of 69 per cent. of the amount actually spent on highways.





So we do not have that particular situation in Ontario.

We reached certain conclusions, about which I might tell you, and then I will read to you the recommendations we made.

Firstly, we found there was no inherent engineering and traffic-control advantage in a toll road; in other words, a toll road is simply another method of raising money -- another form of taxation. A toll road is not necessarily a better road than any other kind of a road. You can build a free road as good as a toll road any day, but this is just another method of financing highway construction.

Secondly, we found that toll financing is an expedient which can be used to permit the construction of the whole project at the one time.

That was true in regard to the New York Thruway, where they issued \$400 million worth of bonds, all in one bite, and they built the entire road in two and one-half years. If the road had been built piece-meal, out of current taxes, it would probably have taken twenty or twenty-five years to build it, because you would not have had the necessary amount of money available at one time.

So, when you take it on and build the whole thing at once, a toll method enables that to be done.



Fourthly, we came to the conclusion that where you do build under this method, your toll road should be tied in with your general highway system. In other words, you have to consider all of the other roads in the province when planning where a toll road is to go. You cannot do that by building a road from "A" to "B" regardless of what other roads lead into "A" from other directions.

Then we came to the conclusion -- and this leads me into another point -- that this whole motor vehicle problem is so dynamic that the problem of the motor vehicle tax must be reviewed continuously. We cannot stand still and accept any system as the best, because what is good in one year, might not be effective in the years to come, because of the tremendous increase in the number of motor vehicles and the uses to which they are put, and the actual changes in the characteristics of the motor vehicles themselves.

Now we are on the question of the "weight-mile tax" with which I will deal in a moment.

So, on the basis of these conclusions, we made certain recommendations. The period we had to do this study was so short that we dealt only with the principle of toll roads during that period. We did



not deal with their application, and perhaps that is what we are working on now.

Mr. Collins has just drawn my attention to a point I missed, and thank Heaven for an efficient Secretary, because if I miss a word, he is there with the prod.

Another thing had to do with the increase of motor vehicle ownerships. That was very fantastic, We asked Mr. Macnee about a road in the area of Toronto, and he said, "Gentlemen, you can build a road from anyplace to anyplace in Ontario, and within two weeks after it is constructed, it will be operating to capacity". I think that situation still obtains. There are just so many cars that it means it is extremely difficult to keep up with the traffic. What we plan to complete today, may be almost obsolete tomorrow.

Toll facilities are vastly more expensive than other roads, and that is because you must eliminate grades and curves and crossroads, which mean the construction of underpasses and overpasses, and you must go over railroads and under county roads, and these structures are extremely expensive to build. Therefore, to build a toll road, with its limited accesses, and its engineering details, is extremely expensive.

Finally, we came to the conclusion that our





present system of taxation is simply not producing enough money to build the roads we need. We either have to increase the taxes that go into the general revenue of the province to build roads, or devise some new means of taxation.

Our conclusion is, as it stands today, we are not getting the revenue we require to provide the roads we need.

We also came to the conclusion that the Federal government should share the costs of the construction and maintenance of our highway system. We based that conclusion on the fact that these four-lane access highways would be a great factor in national defence, in time of war their worth will be inestimable, and, secondly, the Federal government really takes a tremendous amount of money out of our motor car industry.

Whether you know it or not, you are paying two cents on every gallon of gas you buy, because of the sales tax. You pay varying amounts, depending on the type of vehicle, by way of excise tax, and the only portion which comes back to the province, comes back to the Trans-Canada Highway, and while we are all interested in the Trans-Canada Highway, and admit it is a very nice thing, nevertheless, our real traffic problems are in the southern part of the province, where the concentration



of industry and population are the most dense.

Therefore, our recommendations were as follows:

" That the Legislature accept the principle of a toll method as a practical system of financing the construction and maintenance of multilane controlled access highways and urban expressways and special high cost structures, such as bridges, causeways and tunnels."

I would like to repeat that. We asked the Legislature to accept the principle of it; in other words, they might need these things but could not finance them, and the toll method is the only principle for getting something you might need quickly.

The second recommendation is:

" That the feasibility of each project be considered through an impartial study by experts of detailed data on actual and predicted traffic volumes, and construction costs. A calculation should also be made of the contribution to the economic development of the province generally and the social advantages to all our citizens."

We feel that should be considered by a body of experts, in all probability, officials of government, who would prepare the detailed data, and decide whether



the traffic will be heavy enough and the revenue sufficient to carry the interest costs, and the amortization of any securities which might be issued to build the road or bridge, or whatever it may be.

We also recommended:

"That consideration be given to the basic contribution of each project to the province generally and that the possibility of a portion only of the capital cost of any project be financed and amortized through the imposition of a toll be considered."

We recommended further:

"That any facility which is subject to a toll charge shall become free when the payment of the facility has been completed, including the government contribution."

We do not want these facilities to go on producing money for years and years to come after they are paid for, and have the toll diverted to something else.

Our point was that the toll is only justified as a means of paying for the facility to which it is charged. We do not consider a toll road as a normal source of revenue for any government.

We further recommended:





" That no consideration be given to the construction, operation and maintenance of toll roads in the province by private companies."

In other words, any toll facilities which are created, as far as we are concerned, should be controlled entirely by our provincial government. The reasons for that are obvious. They have to fit into our entire highway system. The policing will fall upon our provincial police force, and we cannot see any virtue in permitting these facilities to be operated as a commercial enterprise by private industry.

And finally, we recommended:

"That a Commission or Board be established as the authority to conduct the necessary investigation outlined above and to administer any toll facilities established in the province, such Commission or Board to report to the Minister of Highways."

And that is to be fitted into our present Department of Highways.

And then, lastly, we asked leave to be re-constituted.

You can see from these recommendations, gentlemen, that we have not said at any time that a road from "A" to "B", or any structure should, in fact,



be tolled. We simply had time to study the principles.

The reason we are here today is that we feel that in order to do our job properly, and having decided on the principles, we have to decide where the principles are applicable in our province, or whether they are applicable at all. We may approve a principle, but it may not be feasible to apply it when you think of it in terms of local situations.

That is why we are touring throughout the province to hear what various local bodies and citizens in general have to say about the possibility of toll roads in their areas, and for the province generally.

We have another function which we did not touch last year, and which I think came out of one of our conclusions, and that was that our present system of highway expenditures and revenues show our taxation is not producing sufficient revenue.

We had heard, in our travels, about a thing called the "weight-mile tax". The weight-mile tax, in its barest essence, is simply a tax on a vehicle which is computed by the combination of the weight of the vehicle, times the number of miles that vehicle travels, the theory behind it being that the heavier the vehicle, the more expensive the road which is needed to carry it, and the greater distance it travels,



the more maintenance is required to keep that road in shape.

This weight-mile tax has been applied in some of the states of the United States, I cannot say successfully, and I will not say unsuccessfully. Frankly, I do not know as yet.

We had a Mrs. Long come before the Committee in Toronto. She very kindly came from New York state, and gave us a run-down of the tax in that state.

We also studied the weight-mile tax in Ohio, where they have it in effect.

We intend to do a great deal of investigating of the weight-mile tax in the next six or seven weeks, and we will include some recommendation in regard to that in our final report, but I think I can speak for the Committee when I say that we have done so little on this, although we have considerable information on it, that we have not had an opportunity to discuss it amongst ourselves. It seems to be simply another form of highway-user taxation.

Unless there are any members of the Committee who would like to say anything I may have omitted, that is roughly our story, our background, what we have done, why we are here, and what we are hoping to receive in the way of briefs or recommendations anyone cares to





present, and to endeavour to answer any questions which may occur to anybody who is present.

MR. WINTERMEYER, Q.C.,M.P.P.: Mr. Chairman and gentlemen; I happen to know that the cities of Kitchener and Waterloo have official delegates here, and some of them are anxious to get away. Would it be presuming too much to ask that they be heard at this time?

THE CHAIRMAN: We will be happy to hear them.

ALDERMAN McLENNAN: Mr. Chairman and members of the Committee, and citizens; I do not have a brief of any kind, but we did receive your invitation and had our city traffic committee and engineer sit with us when the invitation was presented to us, and we discussed briefly toll roads, and we decided that you were the people who were going to tell us about toll roads, as you have. You have pointed out things, and have covered the situation very completely, and we have learned a great deal.

However, I think I might draw to your attention one or two points you have indicated in your preamble to point up toll roads.

First, in our municipality here, and in this location, we are rather unique in that we have reached the point of being a heavy industrialized centre,



and it is expedient that our goods move as quickly to their destinations, as well as passengers. It has been indicated that in some ways we do not have the best rail facilities. Therefore, if trucks are going to fit into this plan, we think you are certainly on the right track, and perhaps we could specifically speak about Highway No. 401.

If, as you say, it will expedite construction and improve facilities, then, by all means, let us get on with the job, as it were, because it will help our community.

Secondly, if your revenues you are deriving from gasoline tax and so forth, is not adequate, then some means of revenue from roads is necessary, and if it will facilitate the construction, and improve transportation in that manner, then, by all means, your Committee has hit the nail on the head when it says that some other form of revenue is needed, and that being the case, let us consider Highway No. 401, from these angles.

If it is a question of expediting the construction of Highway No. 401, and if you need money for the construction of this highway, then I think I could safely say, on behalf of our committee, from our previous discussions on the question of toll roads, that



we should certainly consider this point as far as Highway No. 401 is concerned.

I think I can safely say, too, that you have really covered the question of toll roads very extensively, and we shall be interested in having your report and presenting it to the officials and our traffic committee.

THE CHAIRMAN: Is there any comment from any member of the Committee?

MR. CHILD: The Alderman mentioned Highway No. 401; what parts of Highway 401 is he referring to, bearing in mind that it will run from Windsor to the Quebec border eventually?

ALDERMAN McLENNAN: The sooner it is constructed and operating, the better, plus the fact if it needs some money, you can work out a system of cost for the use of that road for those people who are going to use it, and by all means construct it then on that basis.

MR. CHILD: You are not just thinking of a section of 401 extending 40 or 50 miles in this locality?

ALDERMAN McLENNAN: No, not at all -- the entire length.

MR. ROOT: May I ask the Alderman (Mr. McLennan) this question?





THE CHAIRMAN: Certainly.

MR. ROOT: Do you think the question of toll roads is a fairer method of raising money than the weight-mile tax?

ALDERMAN McLENNAN: Mr. Chairman, I can only speak from a personal point of view. I have been on toll roads personally, and I enjoy travelling on them, and as far as I am concerned, paying the  $1\frac{1}{4}$  cents per mile you do pay on the New York Thruway, I am willing to pay it over and above whatever gasoline tax is charged.

HIS WORSHIP MAYOR DREGER (Kitchener): We have not considered the alternative of toll roads, and the question of ton-mile taxation.

THE CHAIRMAN: I think that is understandable, because this ton-mile tax is a fairly recent development, and I do not think it has had much consideration by anyone in the province.

I think I might ask this, in order to assist us. Are you of the opinion that the roads serving you presently are inadequate?

ALDERMAN McLENNAN: Very definitely, and certainly a good deal of attention should be given to them. On what road did you travel today?

THE CHAIRMAN: I personally came from London



via No. 7.

ALDERMAN McLENNAN: Was it crowded?

THE CHAIRMAN: Not much, it was not. But I have been on it when it was.

ALDERMAN McLENNAN: For your own information, if you could be in two or three places, say, between four-thirty and five-thirty in any direction almost, you will find very heavy traffic. I do not think we have any traffic count with which we can help you, but I am sure the traffic count of the Preston road you would find would reach an almost astronomical figure.

MR. AULD: It might be interesting to quote the amount of money, from figures we have had given, that is, the amount of money required in the next ten years to bring up the present highways to the required standard.

THE CHAIRMAN: It really is fairly astronomical. Our highway budget in the province is roughly \$185 million. In this report, on page 13, there is a breakdown of the requirements for the next ten years which amounts to \$2,850,000,000.

Our present backlog is \$1,750,000,000, that is, the backlog of work estimated which should be done which has not been done, that is, to bring our present



highway system up to a tolerable standard, as of now. For instance, provincial highways, \$920 million. The figures really are immense. All of them indicate what Mr. Auld is getting at, that from some place we must get more money.

MR. AULD: The revenue is estimated at \$140 million.

THE CHAIRMAN: Mr. Macnee could give you some information about the traffic density in this area, and estimate it for Highway No. 401 when constructed. These figures would be fairly new to you, perhaps.

MR. MACNEE: The figures I have here are based on some origin-and-destination surveys we made in this area, in 1950. Traffic conditions have changed, but it has been a general upward trend, in that whereas, in 1950, we perhaps had 3000 cars entering Kitchener by one particular road, 10 per cent. going north, and 5 per cent. going south. These percentages remain, to all intents and purposes, the same, but the volumes have increased.

Truck traffic volumes have been increasing at an average rate of 10 per cent. per year. That will give you a rough picture of what could come, unless something is done to slow it down.





The only point, when viewing the traffic volume in the Kitchener area, is that when Highway 401 is built, there will be a slight relief for Highway No. 7, probably about 4 per cent. Highway No. 8 will increase by the amount that Highway No. 7 is decreased.

Highway No. 85 north of Waterloo will be increased.

That is one point some people lose sight of, that these superhighways do take away a certain amount of traffic from other existing roads, but they also have a habit of inducing new traffic problems, with your feeder roads tending to go up, so that when Highway No. 401 is completed, it will certainly make it nicer to get to Toronto, but it will increase the congestion on some of the other roads in the area.

That has been pointed out very drastically in many parts of the states. Where roads in the past were purely secondary roads, because they now feed the superhighway, they become highways of prime importance

I imagine the traffic problem in the Kitchener area is undoubtedly better known to you than it is to me.

There is one thing we have found and that is, with the exception of Highway No. 8 south, most of the roads tend to carry roughly the same amount of



traffic, but it is the character of the road which makes it seem to be carrying more than others.

You will carry in the vicinity of 5000 cars a day. In the Kitchener area, only 80 per cent. of the traffic approaching the city is bound for the city itself. For instance, on Highway No. 7 east of Kitchener, at least 80 per cent. -- perhaps closer to 85 per cent. -- of that traffic is bound for the city, and the 15 per cent. which is going through, when you get it into the down-town area, it begins to lose its significance, and if you took that off the streets, you are still left with a traffic problem.

There are very few cities where a by-pass -- and that is what 401 will be -- will help the congestion in the down-town areas.

I have some figures here, of what we call the "potential volume for Highway 401 in this area". Before I give them, I should point out that traffic in the future quite often can make a liar out of a man to-day, because we can project, but people do not always do what they are supposed to do.

In this immediate area, our estimated traffic volume for Highway 401, will increase by 10 per cent. the induced traffic; in other words, the traffic we are reasonably sure would be diverted on to the new



road, plus an additional 10 per cent. That 10 per cent. is a very approximate figure. It is almost impossible to estimate it exactly, as it can go anywhere from zero up to 100 per cent. or 200 per cent., but 10 per cent. is the figure generally taken.

I think possibly Highway 401 between Highway No. 6 and Highway No. 8, by 1960 will have a potential traffic volume of approximately 8,500 cars a day. By 1975 that will increase to approximately 17,500.

East of Highway No. 6, the traffic volume was considerably higher. By 1960, it should be about 13,000, and by 1975, up to 25,000.

West of Kitchener, the traffic volume reaches one of the lowest points in the Windsor-Toronto section of Highway 401. By 1960, it is estimated in the order of 6,300 cars, and it should rise to 19,000 by 1975.

ALDERMAN McLENNAN: I do not want to prolong Kitchener's portion of your visit, but there are two questions which come to my mind.

First, do you think, in your opinion, if you were to create toll roads for more revenue, would it be possible to provide more for the construction of city roads through the Highway Department?

The other question is this; we have for some





time understood that there would be a double lane south of Kitchener from here, of which a part is completed to Centerville, but from Centerville on to Freeport Hill, it lacks the double lane.

Perhaps you cannot tell us if the Department is moving on that, and is there any chance of them completing that section, so it would be a double lane?

MR. WINTERMEYER, Q.C., M.P.P.: That is a very serious local problem. Sometime ago, in company with some other gentlemen who are here, we attended on the hon. Minister in Toronto, and we have his assurance that there will be a dual lane between Kitchener and the junction of lines immediately above Freeport Hill.

Anything the Committee can do to assist us in that respect will be appreciated, and that should receive a great priority, and should be undertaken by the end of this year, or definitely next year.

THE CHAIRMAN: In answer to the first question, I do not know whether I am in a position to answer that or not.

In a general way, I would say that if a dual road is built in an area where you are going to need a road anyway, and it is built and financed on a self-liquidating basis, it would release certain monies



from the general funds of the Department of Highways -- from the general Department of Highways' budget. Whether that money would be turned over directly to the municipality, or be used on other operations of our highway system, is something I am not in a position to answer.

I do not know whether any member of the Committee has any opinion on that point.

HIS WORSHIP MAYOR DREGER: Mr. Chairman, just before I leave, I would like to deal with a point made by Mr. Macnee. He referred to Highway No. 401 as being useable in this area to get to Toronto.

Speaking for those who are here, we are much more interested in getting out of Toronto and getting home.

Will you excuse me at this time, please?

THE CHAIRMAN: Yes, certainly, Your Worship, and we thank you very much for coming.

---His Worship Mayor Dreger (Kitchener) retired.

ALDERMAN PAIKIN (Waterloo): Mr. Chairman, and gentlemen, if I may speak generally, I would like to say I understand you have explained very thoroughly how toll roads will be self-liquidating, and the problem of the cost which is a big part of the capital



expenditures today.

I understand the opening of the last portion of the New York Thruway, as they are announcing, is the last actual toll road in the United States. Whether that coincides with President Eisenhower's highway programme or not, I am not in a position to say.

It strikes me that the population should have a toll road. It seems to me it could be financed by proper authority.

I understand again from the United States that the Federal government is helping the States, comparable to our provinces, in a very greatly extended fashion. I understand there the Federal government is paying 90 cents of every dollar that is expended in the States, and they have no problem raising the additional ten cents by way of loans from banking houses and bond houses or from revenue obtained from the gasoline tax.

Now they are pointing out the present revenues, but they are insufficient to carry on an accelerated programme in our province.

I wonder if the Federal-aid programme has been investigated, but it fails to touch upon the fact that if that is so, will we have the last of the dual roads as envisaged in the United States of America?





THE CHAIRMAN: I will speak briefly, and perhaps then some of the other members of the Committee would like to speak on it.

We have not studied the American Federal Aid system as yet. It was only enacted at the last session of their Congress. But, speaking personally, a toll road is only another method of raising money, and if you can get that money from some place else, the chances are you will not have a toll road.

If the United States Federal government is prepared to take over 90 per cent. of the through highways in the United States, I would say that, to say the least, it will cut down the thinking in terms of toll roads, because the money is available.

As long as the money was not available from the Federal government, the various states found themselves in the situation which we are in, here in Ontario today.

We need the roads, and to have them we must pay for them, and we are looking for the best method of raising the necessary funds with which to build them. If you can get the funds from source "A", you can forget source "B". That is my personal opinion.

I doubt if there will be any further toll roads in the United States, if this Federal Aid is implemented.



ALDERMAN PAIKIN: It is not a black mark against toll roads?

THE CHAIRMAN: That is my opinion. Why go to the bother of setting up a toll road, if the Federal government, with its sources of revenue, will provide you with funds to build roads?

There may be toll roads in certain parts of the United States, where the Federal Aid programme may not be applicable. That is something I do not know.

MR. MacDONALD: There are one or two points here which I would like to throw into our thinking. One, I suppose, has to be a matter of personal opinion or conjecture as to whether the era of toll roads in the United States will wane, or develop in a rather spectacular way as it has in the recent decade.

My personal guess is that the heyday of toll roads in the United States is pretty well over, partly because the Federal government is now making contributions on a much larger scale, and that will have an effect which will be inestimable, and my opinion is that the investment fraternity, which has been providing the hundreds of millions of dollars for these toll roads are very exacting in their demands, and I think if there will be any alternate source of money, combined with their demands, you will find the sources



will dry up.

There is another point; it is fortunate that we are considering toll roads after we get the benefit of their experiences in the United States. I think after seeing them in operation for some time, I doubt if they will appear as much of a bonanza as they appeared three years ago.

For example, the Ohio Turnpike in the first half-year, was running very seriously "into the red". Of course, one should not come to consider that too seriously at the moment, because their peak traffic in the summer had not come to them, but they were facing unexpected difficulties.

There is one thing which, in my thinking of toll roads, looms rather large, and that is that a toll road is another form of tax, and we should look at this and see, on toll roads such as the Pennsylvania toll road, they have revised their rates, and have increased their rates on cars and trucks.

I think the car driver is the most over-taxed person today, and any proposition which will put a greater burden on the driver is inequitable, and should be very seriously examined.

There is one point I think is useful for us to think about, and that is, if our sources of revenue





to meet our anticipated highway expenditures are going to be so short, for the foreseeable future, then I would be more than willing to entertain the possibility of toll roads, if it was to be a long-term thing. But on the figures given by the Department and our interim report, I am not convinced that is the case.

Mr. Auld and Mr. Macnee look at these things as phenomenal, that is, \$2 billion in the next ten years, but that amounts to only \$200 million a year, and while even that is a staggering amount, I draw your attention to the fact that between 1950 and 1955 -- in that five-year period -- the revenues we received from our highways increased by about \$50 million, in other words, at the rate of about \$10 million per year. This year, with the increased license fees, we will pick up about \$140 million or \$145 million, and if this annual increase in revenue continues, in a period of from five to six years, our annual revenue will be equal to our estimated expenditure requirements, and within that time, then our revenues will meet our annual needs.

In ten years, our revenues will be about \$250 million.

I have not come to any conclusion on it, although I am rapidly heading that way, but if a toll



road is only going to fill a gap of the revenue needs for the next five years, I do not think we should entertain them, because we cannot get rid of them in five years. Instead, it will probably be from fifteen to twenty years, and I do not think it is wise to have that kind of a thing, if our anticipated revenues will meet our needs five or six years from now, and I think from these figures there is some possibility of that occurring.

MR. BOYER: Mr. Chairman and gentlemen; Mr. MacDonald has pointed out some of the figures I wanted to mention. I have not had time to prepare a brief. But, in the Globe and Mail this morning, it was pointed out that only 45 per cent. of the revenue gathered from the gasoline tax is used for highways, and, as you have mentioned, certain portions are used for social needs --

THE CHAIRMAN: I will have to correct you on that. That was the case in some of the states in the United States, but I pointed out specifically that was not the case in Ontario.

MR. BOYER: The Globe and Mail had it this morning. Perhaps if we can get the two governments -- one in Ottawa and one in Ontario -- to agree, maybe we could get some of that kind of money. I do not know.



I want to point out the reason why we are opposed to toll roads, is that it affects the working man. I represent 32,000 in the United Brotherhood of Carpenters. Our average carpenter in the province of Ontario has to travel on an average of 40 miles a day to go back and forth to his work -- some travel even more, but I would say at least 40 miles. That is equal to the consumption of two gallons of gas, which amounts to about 90 cents a day. If you have a toll road, and take more each day, there is only one alternative, and that is, they will have to get it out of the employers, because they cannot pay it out of their own pay cheques. That is money that has to go out for transportation. The hard-working man is not allowed a deduction for income tax purposes of that amount. In business, they are allowed that. If there are any expenses for taxes and depreciation on a car, they can be allowed for income tax purposes.

Our carpenters are not allowed that for income tax, and it works out to about nine cents an hour, or ninety cents a day, for transportation. If you add a toll on of, say,  $1\frac{1}{2}$  cents a mile, that brings another 1 cent and a half per day. No matter who pays the transportation, it has to be added on to the cost, and if anybody is going to tack on another 40 cents a





day, I will go after the employers for more money.

I have prepared just a short memorandum which I would like to read.

THE CHAIRMAN: That may be incorporated into the record.

MR. BOYER: This reads as follows:

"RESOLUTION PASSED UNANIMOUSLY at the 44th Annual Convention of the Ontario Provincial Council, United Brotherhood of Carpenters and Joiners of America, held at Port Arthur, Ontario, June 18, 19 and 20, 1956.

WHEREAS: The automobile is necessary to the Canadian working class, AND

WHEREAS: What with the cost of gasoline tax and increased license fees, AND

WHEREAS: It has been suggested by the Provincial Government that there be a toll on Highways and Bridges, adding an additional burden to the working class;

THEREFORE BE IT RESOLVED:

That this 44th Convention of the Ontario Provincial Council urge the Provincial Government that no toll be charged on Highways and Bridges in the Province of Ontario."



MR. WINTERMEYER, Q.C., M.P.P.: There are some senior representatives here of the county who are anxious to make certain recommendations. Would it be possible to hear those at this time?

THE CHAIRMAN: Certainly, Mr. Wintermeyer.

I would like to make one point, Mr. Boyer. Our figures show -- I think I said "69 per cent.", but in actual fact, the accurate figures for 1945 to 1955 show an actual percentage of tax as being 65 per cent. of the expenditures made by the province on highways, generally.

So you can see that in this province there is no diversion of the motorists' tax dollar. It all goes into the construction of roads one place or another, and there is a good deal more goes in, in addition.

Perhaps it was not understood properly when I mentioned that point before.

We would be happy to hear the delegation from the County of Waterloo.

HIS WORSHIP MAYOR WEICHEL (Elmira): Mr. Chairman and gentlemen, I have here a resolution passed at the last regular meeting of the Westminster Township Council on September 5th, 1956. It reads as follows:



"I hereby certify that at a regular meeting of Westminster Township Council held September 5th, 1956, the following resolution was passed:

'that the Council of the Township of Westminster agrees and approve of the establishment of Toll Roads, by the Ontario Department of Highways, where traffic warrants them, anywhere in the Province of Ontario.'

(signed) 'Charles Kirk'

Clerk of Westminster Township."

Mr. Chairman and gentlemen; I am an executive member of the Ontario Motor League, and an executive member of the Ontario Good Roads Association.

THE CHAIRMAN: There is certainly a conflict of interest there.

HIS WORSHIP MAYOR WEICHEL: One is opposing the toll roads, but not the executive nor management. I am an executive member, and was not even asked about it. Our President from Hamilton was not asked about it, but somebody wrote a brief and sent it to the government.

On the other hand, the Ontario Good Roads executive met and presented a brief, and I imagine you all know what was in that brief. It asked the





government to sponsor an investigation into this problem from every angle. They did not make any concrete suggestions, any more than to point out that after all the evidence was in, the Committee should decide what it is going to do.

I had the privilege of travelling over toll roads last September as one of six members of the Ontario Good Roads Association. We were accompanied by a representative of a firm of engineers in New York, which is employing over 1000 engineers, and a senior member of that group took four days to take us over the New Jersey Turnpike, the Garden State Parkway and the Pennsylvania Turnpike.

When we were coming back into New York, we had the pleasure of meeting Mr. John Wannamaker, who was an engineer in the last World War, and is an executive director of the New Jersey Turnpike. We also met his comptroller, Mr. Ashcroft. They showed us pictures and photographs to show that in the last immediate twelve months before that, there were approximately 25 million vehicles passing over the Turnpike, and their income was around \$25 million or \$26 million. They collected in that twelve-month period about \$25 million, and their over-all costs, including 77 policemen, was \$3,900,000, so they collected approximately



\$25 million, and it only cost them \$3,900,000. to operate.

They had three 8-hour shifts, and we saw the tickets coming in, and they were printed on large sheets about this big (indicating).

All of those whose credit had been passed, such as trucking companies and bus companies, were filled out at the end of the month, and they amounted to approximately 150,000 cards for trucks and buses. These were processed and the people paid their accounts at the end of each month.

Then, the engineer told me at the time, that they were building toll roads in approximately ten states, and were investigating, I think, three more. He also said there were certain states in which the toll roads were not a paying proposition. I think Ohio was one of them.

But what particularly concerned me was the figure they produced showing that on toll roads, as compared with state roads, the fatality record was 1 to 3 in favour of toll roads, and the accident record was 1 to 10.

There were 230 bridges along the 118 miles of the New Jersey Turnpike.

There is a sign about every twenty miles



telling you where you can eat or buy gasoline. He told me there would be an organization - - and he mentioned the type -- which would be lobbying to prevent toll roads being constructed, due to the fact that one company produced all the food in the 118 miles, and that another company produced all the gas and oil.

Evidently, they had asked for tenders and the man who had the highest tender received the contract for supplying the gasoline and oil in or along that 118 miles. Naturally, the others were not too happy.

We stopped at places along the way. And they had as many as 40 people, at times, and I have counted as many as 40 people at one time. I said, "That is a lot of people", and he said, "Yes, and on a busy weekend they are lined up for blocks waiting to be served."

The thing I liked about the New Jersey Turnpike is that it was financed by private capital. I made a few notes here last night, and he told me that the risk capital was about \$250 million at that time, and at one time during the construction of the New Jersey Turnpike, there was as much as \$50 million worth of equipment operating on that road at one time.

I believe that eventually, if we wish to expedite the building of roads, and do it in a hurry,





the way they have done in the United States, we will be forced to toll roads.

I would not say we will have toll roads all over the province of Ontario, but I feel if we had capital available -- even if it is American capital, if there is no other available -- these organizations which would be created to build these toll roads would turn these roads over so that at the end of twenty years -- which was mentioned by somebody at some time -- they would operate the road for twenty years, and then turn it over to the province of Ontario. I may be wrong in that.

There is one thing I do not "go along with" and that is when it was mentioned something about motorists paying extra taxes.

Mr. Chairman, I believe that if the man who is driving an automobile -- and this gentleman (Mr. Boyer) said he represented 32,000 people -- if I do not want to use a toll road, I would stay off of it; I would stay on a side road, where I would perhaps have to stop at every stop sign or stop street, instead of travelling 118 miles without stopping, with the resulting saving of hours, and the wear and tear on the car.

The engineer tried to point out that these



roads are nothing more nor less than complementary; they are alternate roads the motorists can use if they desire, and if they do not want to use them, they can stay on the side roads, where the accident rate is higher, and where the wear and tear is higher, and where they will have to make so many stops.

I do not think that has been emphasized enough. You are not forced to go onto a toll road unless you so desire, and unless you wish to pay that  $1\frac{1}{4}$  cents toll.

That is about all I have to say at this time. After travelling on toll roads for several days, I was "sitting on the fence" so to speak, being in two organizations, one which has taken a negative attitude, and the other which was more or less constructive. (Laughter), and I came home firmly believing that is what we would have to face sometime here, that is, the building of toll roads financed by private or other capital, and if you drive along our highways today, you will have to admit you will have to do something, and do something soon, because we are about fifty years behind now, and if we keep on, we will soon be another fifty years behind.

Action will have to be taken, and I am happy to think that the provincial government -- even if it is



Conservative (laughter) -- has appointed a Committee on Toll Roads, and I hope by the time it is through, it will come up with something constructive which will be a relief to the motorists and relieve the terrible congestion you see day after day after day.

I thank you very much. (Applause).

HIS WORSHIP MAYOR WHITNEY (Waterloo): Mr. Chairman and gentlemen, if it has ever occurred to any person in this room as to how a batter must feel, when he has to follow "Mickey" Mantle, I am sure I can give you the answer right now.

On behalf of the city of Waterloo, I can say in the beginning that we have not developed nor crystalized our attitude toward toll roads, nor have we as yet developed, what you might call the "consensus of view" or even a synopsis of our position in connection with these toll roads.

I will only speak for a short while as I know there are a number here who have been interested in highways, and there are men from the Township Council who should be heard. I will not speak too long, because I have not prepared a set brief, and I am not quite sure what I might end up by saying here.

But I do know this; as I said in the city Council Chamber in the city of Kitchener, there is one





on one side of me, Alderman Coates, and another on the other side, Alderman Schnarr, and, therefore, many of my remarks may be lost to the Committee. They come from outside, and I know the rest of you will realize that I do not have to have very much concern about the substance of what I might call the effect of what I might say, because I am at least spaced equal-distant between the spirits of two guardian angels, my good friend Coates, and Alderman Schnarr.

I do think something should be said in this meeting, and any views should be expressed in such a meeting as this, on the provincial attitude toward toll roads.

I believe that the Committee, has come here and asked for this forum, and we should ask to be heard, and I am sure the Committee is interested in the views of the people of this area, according to our interpretation of the situation, and I hope will make our observations part of their over-all study.

I think the Committee, representing as it does various constituencies, and discussing this at the provincial level throughout the year, possibly many times, can gather much from us as to what the over-all picture might be, and I think it is equally true that we might be able to say something which would



impress on you something which might prove to be important in the over-all question of toll roads, in this particular community.

Along that line, Mr. Chairman and gentlemen, I feel when you discuss this question, I think reasonably that any ratepayer -- or even any person who is interested in this question by reason of his position in government, whether it be on an Advisory Board or to some public extent, or on an elected Council, who gives consideration to the number of cars we have on the road today as against six or seven years ago can and should give further consideration to this matter of endeavouring to improve the highways in this area.

Keep in mind that I am speaking mainly areawise -- today, as against six or seven years ago, and the amount of improvement which has been made in these roads in the past six or seven years, and things of that nature.

Then you get down to asking someone how he feels about the question of toll roads, and he wants to know why the toll road is necessary -- again speaking areawise -- and why he should be interested in it.

So he looks at the license fee he pays, and it has been increased on his motor vehicle, and he knows something about the statistics about motor



registrations and finds that that has -- and I think I am close in this guess -- doubled in the last six or seven years. I think I am fair in saying there has been so much in the aggregate, that the registration fees have, mathematically, almost doubled.

Then he thinks of the roads he has, and is being forced to use, and of the congestion on them at certain hours, and he says "What can you do for me with toll roads, that would not be done under a road policy without bringing toll roads into it at all?".

He will say to you, for instance, "I cannot see the need for toll roads when you are transferring the traffic from one part of the United States across the southern extremity of our province, which is almost an isthmus between the lakes", and, as the Chairman said, you expect the people to pay for this road, although the gasoline tax is paid to another jurisdiction.

The average person can see all those things. Then he says, "Why should we have toll roads here?".

I think the extension of a toll road should be an alternate road, as my good friend, His Worship Mayor Weichel has mentioned, and if the driver chooses, he can use another road equally as good. I think that is very important, because if it is part of a toll road, it is, as the Chairman has already mentioned, simply





another way of taxing the motorists.

If there is no alternate road, then he says he is being forced, although perhaps indirectly, to use a toll road to carry on his way of life, and do his business.

If you say, "No, it is just an alternate method of giving you a road which will take a lot of traffic off the other roads, and they will be maintained, and are giving the people the opportunity of using the toll road if they wish, and there will be money available for wherever we wish it in the province to improve the roads we have." Then, I think, people in the local areas will see that is reasonable.

But we are aware in regard to roads that such places as Elmira, Waterloo and Kitchener, that the people feel that the doubling of the license fees, with the increased revenue from motor car registration, and the increasing of the gasoline tax, and all of that, has not been reflected in the improvement of our present roads to the extent that the income has doubled. In other words, we do not have roads which are maintained as they should be, as against the increased income which we now have, and we know that in this area there are a large number of cars, and a larger amount of gasoline used, and the taxes and so on are not being



reflected in improved roads.

Furthermore, I think they have found that with the doubling of the income from the highways of the province, the province certainly does not have twice as many highways in this area as it had, for instance, ten years ago. We have the same highways.

I think it should be said -- and fairly so -- that certain strips of our highways have been completely neglected, having in mind the increased traffic. We have certain portions of our highways which long since should have been improved.

I think it all comes down to this; that before you can get the people of this area to agree that they should be in any way interested in a toll-road programme, and create an enthusiastic reaction on the whole question, first, you have to prove the need, and I do not think that has been done as yet, but they are getting all they can possibly hope they can get, and their monies are not being used in the other parts of the province, for instance, in northern Ontario, where even with complete subsidies, the roads will never hope to pay for themselves. They think they are not getting a fair measure. They are producing twice as much in this area as they did ten years ago, and the roads are being maintained on a corresponding standard,



yet we have many roads which are affected, and it is true that they do not have the roads they require to meet the conditions of the increased traffic.

Once you have satisfied them that has been done, or that there is good reason why it has not been done, then you can ask them the question about further taxation by way of toll roads, but I do not think you could get anything more than a luke-warm reaction without, first of all, giving them some intelligent picture, and showing them the whole policy of the roads department today, and then go on with the question of toll roads, and at that time, gentlemen, I think you will find that I will not come here, nor my successor, will not come here, and say, "I come to you with a concerted and more crystalized view on behalf of my municipality", but we will be informed enough to come here absolutely prepared to give you much more than we can give you at the present time.

THE CHAIRMAN: Thank you very much, Your Worship. That is a very cogent point you raised. I do not know whether we are in a position to answer you, as far as your own area is concerned. We can answer you from a province-wide point of view. The province of Ontario's Department of Highways will receive more money out of the revenues which will be





derived from the gasoline tax and the registration fees, but whether any particular area of the province will receive an amount equivalent to the amount paid by that area is a question I do not think any of us here are in a position to answer.

But you have made a point, and we thank you for coming here and giving it to us.

MR. KNAPP: Mr. Chairman and gentlemen; I may say that as far as Waterloo County is concerned, we are sitting here as listeners today, and we want to say "thank you" for your presence here at this time.

I was particularly interested in the forecast as to the revenues which may be expected in the future from our gasoline tax, and the revenues, as far as roads are concerned.

I do not know that we have discussed toll roads in our county. Our big problem is to get enough money to finance our own roads. We have heard today that if we have toll roads, there might be more improvements possible for the county roads, and that is the thing in which we are interested.

I do want to say "thank you" for sitting here today, and for the information you have given us which I will convey back to the County Council.

THE CHAIRMAN: Thank you.



MR. RATZ: Mr. Chairman and honourable gentlemen: I am sure I am happy to be here this afternoon, as I represent one of the Aldermen of Waterloo.

I do not believe you gentlemen appreciate the situation which exists here between our two cities. We always consider Kitchener as being a suburb of Waterloo; they insist it is the other way around.

I heard a story the other day about two old ladies who met on the street one day. They had known each other when they were younger, and, of course, life had not been too good to one of them, and she said, "How does the world use you?", and the other said, "Everything is just going against me. I married my first husband and he died; the second one died; I had three children, and they became ill and they died, and I have only one boy left, and he lives in Waterloo, poor fellow". (Laughter).

I am very happy to be able to take some part in this discussion about toll roads. Last spring, I attended a Good Roads convention, and a railroad gentleman came up from Pennsylvania and spoke on that topic, and as I understood him, there was nothing to be done along that line in the province of Ontario for some time. I do not know whether he meant for years or for months.



When this question arose, and Mr. Wintermeyer, Q.C., sent the notices around, I was wondering if this matter was becoming acute.

I do believe, knowing the central part of Ontario as I do, having travelled over the largest portion of the roads in this area, I know that all roads lead to Kitchener, and even the people in Elmira have to come to Kitchener, enroute to Toronto.

I have a son living in Toronto, and we travel that route quite often, and no matter whether you take Highway No. 2, Highway No. 5 or Highway No. 7, they are always crowded, and I believe the situation is acute.

Our problem seems to be that of congested traffic leading in and out of our cities, and even Elmira to the west.

Traffic has to come here if it wants to go to Toronto, and there are approximately 150,000 people from as far west as Goderich coming to Kitchener to go to Toronto.

This shows we have to have some access to the larger centres like Toronto and I have no personal feelings against Toronto, and would not go as far as His Worship Mayor Dreger did when he said they are always pleased to get out of it, but I do think it is





necessary that some steps should be taken to eliminate the congestion which exists between here and Toronto.

The city of Stratford, right down from Goderich, and as far away as Seaforth, Mitchell, Clinton, Stratford, New Hamburg, and Baden, -- the people from all those places have to go through Kitchener, so I believe that a toll road here seems to be feasible financially, and I do think that those who use the road should pay for it, but people do not have to travel on it, and if they did not, would not be using the toll road, but those who do not wish to use the toll road could perhaps use Highway No. 5, and I believe the provincial government is doing quite a splendid job in paralleling those roads. That is not a political statement; I mean it from the bottom of my heart; I believe that to be true. Wherever you travel in Ontario, you will find some action going on regarding our roads.

I am not supposed to speak on behalf of Waterloo, but I do say this, that we are very proud of our city, and we would like some action taken regarding getting out of the city sometimes, when we feel like going to Toronto.

MR. JOHANNES: Mr. Chairman and gentlemen, I am particularly interested in toll roads by virtue of



the fact that we were speaking of Highway 401 today, which will go through the southern part of the Township of Waterloo.

I have come here to learn something about toll roads today. I thought perhaps you were going to give us a little information which we did not have. We have gathered a great deal of information here today, and I do think, with the influx of cars we have, and the truck traffic in this part of our county, there has to be an answer, but what your answer will be, I, of course, am not prepared to say.

I could not help but think, as Mr. Boyer was speaking, that there would be a divided opinion, and everyone of the gentlemen whom he represents, when he can travel on a straight highway, would be glad to pay for the privilege of getting there more quickly.

I am thinking of the business executives, the travellers and truckers who have access to these superhighways, and there is no question but that the man who is willing to pay for it will use it, but it comes out of his pocket, and there is a vast need, the way our municipalities are growing up.

When this is to come, gentlemen, I do not know, but I am satisfied you gentlemen have been working on this matter, and may have some idea of the administrative



costs and the costs of maintenance and other things. Whether we are ripe in this area for toll roads is another question, but we do appreciate your coming here, and we trust we will be able to gather some light on the matter, and be better provided for in the future.

MR. SANDROCK: Mr. Chairman and gentlemen; we of the Automobile Club, wish to compliment the government for the step it has taken to solve the questions regarding the highways of the province, and for the time your Committee has put in to try and come up with a solution.

We also appreciate the privilege of being heard. Our organization is not in accordance with the brief presented by the Ontario Motor League. We have discussed it, and we are definitely not against toll roads, because we feel that the people who use the roads ~~should~~ pay for them. We feel that the toll is small enough when we consider the time saved in travelling on toll roads, as well as the saving in the wear and tear of the machinery, and on our nerves. I think anybody who has travelled on the roads in this area can understand why there are so many stomach ulcers today.

We also feel, with His Worship Mayor Whitney, that we have not been fairly dealt with, in comparison





with the amount of taxes the province has taken out of this area. We have made various references to the Department, but I may say it was not this government to whom we made representations alone, but we will bring it to their attention in the near future.

With the number of registrations of automobiles and the taxes which come out of this area, we certainly are entitled to a little better highway facilities than we have at the present time.

Another thing is I think we should all take into consideration, and that is the tourists from the other parts of this country and the United States. I think the tourist industry in Ontario is the second largest industry, as far as revenue producing is concerned.

It was my privilege to attend a meeting of the Good Roads Association in Digby, Nova Scotia, where the Americans were speaking, and they all spoke about our highway system, and they said, "You build the roads and we will pay for them". If the Americans want to pay for our roads, let us allow them to pay for them, and let us build the roads.

Last fall, I travelled from coast to coast in the United States and travelled a great portion of the way on toll roads. In fact, I would drive miles



out of my way to get onto a toll road because I knew it was a time saver, and not only a saving in the wear and tear on the machine, but in regard to my own physical being.

This last spring I came from New York. Ordinarily it would take me two days; this year I came through from 9:30 to 6:30 to the city of Buffalo, and it took me from 9:30 until one o'clock in the morning to get from Buffalo to the entrance of the Queen Elizabeth Way. That has been the experience of many others who have travelled that same route.

As far as my friend from the Carpenters' Union is concerned; I may say they do not have to travel on toll roads if they do not want to, but if they travel they will be much more fit to work, as they will not have to go on highways No. 7 or 8, or even on highway 85.

I have travelled those roads extensively, and I have encountered conditions which perhaps have contributed to making a wreck out of me.

I agree with the previous speaker that toll roads are much safer, because they are better, admittedly, and the facilities are better built to handle the traffic.

The Waterloo Automobile Club sympathizes with the job you are doing, and compliments you on the way you are handling your job. (Applause).



THE CHAIRMAN: Thank you, Mr. Sandrock.

Gentlemen, are there any further delegations? Is there anybody else here who would like to address the Committee?

MR. SHANTZ: I am not a delegate, but just a private citizen. I know there is a great deal of opposition to the toll roads. There are a few questions which should be asked, as far as toll roads are concerned.

I think our city is concerned with Highway 401 from here to Woodstock, which, I understand, is nearing completion. Then the mileage is unfinished from where it leaves Toronto to Kitchener, and the mileage from here to Woodstock also unfinished out from Woodstock end. That is information I would like to have if it is available.

If there were better roads, there would have been many more people attending this meeting this afternoon.

We have a population of about 250,000 in urban centres within a 30-mile radius, and we all confine ourselves to existing highways, and we are glad they are available, but they are all crowded, and anybody living in the northern part of Toronto finds himself on a crowded highway, highway No. 5.

Highway No. 7 is also congested, and getting





down to more confusion again, on the Queen Elizabeth Way, it seems to get worse as you go along.

If this highway is constructed through to Windsor, perhaps that traffic would leave the Queen Elizabeth Way and take Highway No. 401.

The other question is how soon this Department, in a normal programme for highways, will be able to alleviate the situation at the present time.

There is another item about which I would like to speak for a moment. I am not speaking for the transports, but I am concerned about the problem of the large trucks going out of this industrial city.

These transports catch up with each other, and you simply cannot get by them for miles at a time on our main roads.

THE CHAIRMAN: Dealing with your last question first; we have no idea what the rate will be. We do not consider we are technically able to decide a question like that. There are so many decisions to make before a rate could be set it would be impossible for us to estimate. But these rates must run within certain practical limitations. If the rates are too high, the advantage gained by riding on a toll road is nullified by the cost. So there are practical limits to what you can charge, but for us to say in dollars and cents, is almost



impossible.

As far as the present construction of Highway 401 is concerned; the road is planned from Windsor to the Quebec border. There is a stretch, I believe, of 37 miles from Windsor to Tilbury, which is now open.

MR. MACNEE: Yes, the Windsor-Tilbury section is open.

THE CHAIRMAN: Then there is a gap to a place called Tecumseh on Highway No. 4, immediately south of Langton, 34 miles east of Woodstock, which should be ready in November or December of this year. That will by-pass London, Ingersoll and Woodstock.

Then there is the Toronto by-pass which was only opened about two weeks ago, and as I understand it, extends from Highway No. 10 around the northern part of Toronto -- how far east?

MR. MACNEE: The part that is opened is from Highway 27, and continues through to Newcastle, about 15 miles west of Port Hope.

THE CHAIRMAN: Then there is another stretch in the Kingston area, is there not?

MR. MACNEE: It is nearly ready to be opened, also the Trenton-Belleville by-pass.

THE CHAIRMAN: This question is of great



importance to us, too, and I am glad you raised it, because it is important when we are considering toll roads to have some idea of how fast you will get the road if it is not tolled.

The best information this Committee could secure is that in the Chatham district, there will be a five-mile stretch paved, that is, another five miles in the Windsor area.

Then you jump from Tilbury to south of London. There is no positive time as to when that length will be built. It is planned, but when tenders will be called, we do not know. The work plan calls for two new structures in the London area, and these are in that 34-mile area which will be opened before too long.

Then we jump from Eastwood, just east of Woodstock, into the Toronto area, a stretch from Highway 27 to Highway No. 10, which is 6.10 miles, and should be done in 1957. There are eight structures to be built there.

Then the highway between Highway No. 10 and Highway No. 5, and when in 1958 or 1959, it is paved, it will be opened. I understand the grading is already done. There are four structures to be built in that area.





Then we jump to Kingston, where there is 6.4 miles to be graded, and another 6.5 miles from Brockville west, and there are seven structures involved there.'

The actual paving of 19 miles between Odessa and the Cataraqui River, and then 16 miles between Gananoque and LaRue Mills.

That means we are unable to give you any concrete indication of when Highway 401 will be built south of Kitchener. I think that is actually the answer.

MR. SHANTZ: How many miles are involved from Milton to Eastwood?

MR. MACNEE: Originally, on Highway 401, isolated by-passes were built, such as the Toronto by-pass, the Kingston by-pass, and the Tranton-Belleville by-pass.

They suddenly realized that these are isolated sections of road, which are helping no one, because of the distance you have to drive to get on these roads, and then back on to the highway, nullifies any gain you may make.

So, rather than continuing that method of building highways, we are now building a section which will give you a complete loop.



For instance, the part which concerns you primarily is that we are extending Highway 401 toward Kitchener, and will do it, to all intents and purposes, immediately. We are extending it to Highway No. 10, so people can go on Highway No. 7, and get down to Highway No. 10, on a new road.

Then we start on the extension from Highway No. 10 to Highway No. 25, which is in the vicinity of Milton, so you can then go by Highway No. 7 to Acton, and the rest of the way on Highway No. 401.

The additional work on Highway 401 will be done on that basis, whereby any connecting links will be realistic. In other words, we will mushroom out from the existing highway.

It would help nobody if we built a section of Highway No. 401 between Kitchener and Preston, because you would have so much travelling on it, and it would not take you anywhere. So we are building toward it, and building up an integrated system of highways.

MR. SHANTZ: It would be very nice if you started from both ends, one end being Kitchener and the other end in Toronto, and then work toward Woodstock.

I feel this area requires a much more adequate highway than we have at the present time. The prediction



has come out by 1965, that the highways will be outmoded, and they say by the time it is built, it will be outmoded.

I thank you again for your answers, and I hope you will see fit, even if it is not opened as a toll road, to recommend that a start be made on it at once.

THE CHAIRMAN: Are there any further comments anyone would like to make?

MR. KABEL: Mr. Chairman and gentlemen; speaking as an individual traveller, and as one gets older, one has a little more time, and there is a situation, going from here to California, for instance, that by whichever route you may go, there is no question but you will drive miles to get on toll roads.

If you consider the city of Tulsa, going up through Oklahoma, you not only save time, but for whatever you are paying, you are well rewarded.

I am in favour of toll roads, because I think the people who will use them should pay, and there is no question but that you gentlemen will appreciate that, but there is a feature which has been very sadly neglected. It is not the fault of your Committee; it just happened.

But when we see a system of road construction





such as they have in a state like Southern California, it certainly is amazing and possibly you gentlemen may have the opportunity of taking time out to see the construction in the southern part of California.

Of course, we are trying to get better roads for our section.

THE CHAIRMAN: Thank you. I understand Mr. Root would like to say a word.

MR. ROOT, M.P.P.: I believe it was His Worship, the Mayor of Waterloo, who mentioned the fact that our revenue was theoretically doubled, but our construction programme was not.

I think it should be pointed out that our costs have gone up tremendously. A dollar does not buy what it bought ten years ago. We cannot produce twice the miles of highway with twice the revenue.

MR. MacDONALD, M.P.P.: I think a comment may be in order on the statement by the last gentleman (Mr. Kable) with regard to California. It ties in with what the Chairman has said in his introductory remarks, namely, that there is no inherent value in toll roads over a freeway. Are you aware of the fact that California has only freeways?

MR. KABLE: I am quite aware of that, but if you went to California every year for the past five



years, and see what construction has taken place year after year, it is amazing to see what those people are trying to do to keep pace with the problem of road construction.

Personally, I am happy to see, in any event, men like yourselves going into this question, because I think the average person has no idea of how fast the problem is progressing.

MR. AULD, M.P.P.: In California, there is a different situation, inasmuch as most of the traffic is between Los Angeles and San Francisco, and, further than that, in the United States, for some time past now, Federal subsidies have paid for road construction both for state highways, and what they call "farm-to-market" roads.

Further than that, something which has not been mentioned today, and that is in comparison with New York State, it probably stands out.

We have in Ontario pretty close to 80,000 miles of road, and streets, and so on, for which the gasoline tax is paying a portion. We have about 5 million people in Ontario, so New York has roughly the same mileage of roads, but many times the population we have in Ontario.

We have a province consisting of some 400,000



square miles, and not very many people in comparison.

That is one of the problems we have to face.

I might say one other thing, if I may: it was mentioned several times that the motorists in Canada are heavily taxed. There is no doubt but that they are. I have never heard anybody but who said that **taxes were either "high or higher"**. I think we all agree with that.

But it is interesting to know that the Dominion Government, between 1930 and 1953, collected roughly \$1,750,000,000 from the motorists. In the same period, about \$175 million of that was spent on roads in the same period.

I am not suggesting that the money which is being spent would pay for all the roads, but the money was spent for various reasons, and the question is, does the motorist feel that he is getting value for his dollar? I think not. I think the figures in Ontario will show that more money is spent on roads almost every year since the beginning of the century than has been collected, and that \$523 million, roughly, has been spent.

On the other hand, we have not had the roads, and there has been a shortage, and I am sure nobody will make any "bones" about that.





In the Kitchener area you think you should have more roads. In my own area, we are thinking exactly the same way. I do not know of any area that does not feel that way. I was at a Kiwanis dinner recently, and I was asked the question, "Why do you spend all the money in western Ontario?". I was told that we are spending all the money in western Ontario, and there is none left to be spent elsewhere.

We have to face the fact that if we are not getting enough money now, we will have to find some other fair way of increasing our revenues.

THE CHAIRMAN: Mr. Child, did you have something you wanted to say?

MR. CHILD, M.P.P.: Mr. Chairman, one or two gentlemen here remarked that we are here to secure information. I would think we are here to listen to them. Possibly there will be more discussion after the meeting adjourns on toll roads than there has been today.

Many of the gentlemen here, particularly those representing certain bodies, have listened to the discussions, and what they will take out of here will be of paramount importance in forming and moulding public opinion, which may have some influence on legislation.



Although, generally speaking, there may be areas where toll roads might not pay as a whole, but a toll road -- and this was suggested -- could be constructed and 75 per cent. of its cost would be covered by money which could be available for other roads, and used to assist the municipalities which might not be able to construct roads otherwise. In other words, if its costs so many millions of dollars and that money is amortized over twenty-five years, that figure is not just accurate, because if it takes thirty years, that is money which eventually can go back into other sources. The road has to be built anyway, and it is possible to pick up part of the cost, which could be made available to other areas.

I was interested in Mr. Boyer's remark about the working man not being able to afford the extra cost. I appreciate his remark, but it has been proven that it is cheaper for the working man to use a toll road than a freeway. The charge for using a toll road for three or four hundred miles -- the actual cost -- would be less than if he has to use a roundabout way, and by the use of the toll road, it would give him an extra day for relaxation, which would not be available to him if driving on the old roads they are using at the present time.



All of us agree that the trucks -- perhaps not all of us, but many people -- are not paying their fair share.

There is one thing of importance which was considered here in Kitchener, and that is that this area does not have sufficient rail transportation, and in taxing the trucks, that must be considered, because if a trucker is taxed, he will still be aware of some measure of profit to which he is entitled, and he will pass the tax on to the small business man on the corner, or to some industry, so those people in the area<sup>who</sup> are relying on truck transportation are considering very carefully that matter of additional taxation on trucks.

On the other hand, toll roads -- many trucking companies find it cheaper to use them. They have cheaper insurance, they are able to make better time, and instead of making two trips, for instance, they can make three trips, and the area around Kitchener would definitely feel the benefit from that.

I think some of us on the Committee have formed an opinion regarding toll roads; some of us still have open minds, but in the long run it might be that in some areas which might be suitable for toll roads, in the over-all picture, everybody benefits.





For instance, mention was made about money being spent in the northern part of Ontario on roads which are not used by many people, but it is a fact that if roads were not made available to bring out the wealth of the north country, many people in the south would find it difficult to operate in an industrial area, such as Kitchener.

You will find that money has to be spent in the outlying districts. So all these things should be taken into consideration in any discussions you have, because it will influence public opinion when you leave here, and as I have said before, public opinion influences legislation.

THE CHAIRMAN: Thank you. Are there any further comments?

MR. RATZ: At the moment, in regard to this figure in terms of Toronto: I think we should not by-pass Hamilton. The road from here to Hamilton is still an old Indian path, and I believe something should be done, and while I am not particularly fond of Hamilton, I do not think we should pass it up. It is a large city, pretty nearly the size of Waterloo.

I think some consideration should be given to that piece of road from here to Hamilton.

MR. CHILD: You will have a great deal of



support when the Committee goes to Hamilton.

MR. SANDERCOCK, M.P.P.: Mr. Chairman, there is something which has not been mentioned today, in connection with the winter roads being kept open.

Apparently, it is not many years ago that the side roads throughout the province were not plowed, but today in the province of Ontario, practically all of them are plowed. It requires a terrific cost, and with our increased revenues, it seems to make quite a hole in the revenues to keep the roads plowed the year around, and keep them salted and sanded, and that is where a great deal of the revenue has to go.

MR. AULD, M.P.P.: I do not like to take up too much time, but the third recommendation of the Committee is one which has not been mentioned very often this afternoon, and it is one which I think is rather important.

One of the arguments at the present time against toll roads is that it is a double taxation, where you pay your gasoline tax, and receive no credit for it when paying tolls.

The third recommendation of the Committee was -- to summarize it briefly --:

"That consideration be given to the basic contribution of each project to the province



generally, and that the possibility of a portion only of the capital cost of any project being financed and amortized through the imposition of a toll, be considered."

I would say, the way I interpret that, is that a toll road has certain premium advantages over the present highways; it is faster and safer and more pleasant to drive upon.

It is recommended that a toll would be, say, three-quarters of a cent instead of one cent, but the road is required, in any event, and the gasoline tax which you pay, would be, in fact, the payment of the other one-quarter of a cent.

If you do not wish to pay that, you have one of the alternate roads upon which to drive, and they are what might be called "ordinary standard roads".

It is the difference between taking a coach seat on a train and a chair car. I think that is an important thing.

I know that has been suggested in another jurisdiction, and I think it is a proper answer to the problem of double taxation.

MR. HODGE: Mr. Chairman and gentlemen; you mentioned that you are concerned to look into the question of where the principle of a toll road could





be applied, and I wonder if Mr. Macnee has any statistical information available in regard to the financial practicability of a toll road through this area, where we have the highway 401?

THE CHAIRMAN: There is a rough rule of thumb which has been developed by the engineers on the various toll roads, and that is, if you do not have a minimum of 5000 cars per day, there is no point of even investigating the possibility of a toll road. With a figure less than that, apparently you will not produce enough revenue to pay your carrying charges, and to provide money for amortizing.

There has been a study made of Highway 401, and the figures you had here should give some indication. I think Highway 401, in the Kitchener area, will be above the 5000 minimum. That I can say without fear of contradiction. In other words, it is confined in this area.

Just before we close, are there any general comments anyone might wish to make, or some problems which have not been mentioned, but which loom large in our thinking?

When we have reached the finish of the project from Windsor to the Quebec border, that is, Highway 401, in an area that large, it will go through



other types of areas in the province, i.e., it will go through some very sparsely-populated areas, and some areas which are very heavily populated, and the heavily-populated areas will provide enough traffic to justify a toll, and the sparsely-populated areas probably will not, and that leads us to the question, is it possible to toll a portion of the road, and leave the other portion free?

How would the residents of Kitchener feel, for instance, if they had a road from here to Toronto upon which a toll was charged, but were enabled to ride free from Woodstock.

Then you have the question of the condition of your parallel roads. I might suggest that between London and Chatham, the traffic is pretty well served with the present roads which exist. Chatham is the only large centre of population in that area.

If you had a toll road, and you have a parallel freeway which is not crowded, are you going to take your fast passenger traffic onto the toll road and leave the freeway free for heavy-truck traffic?

I do not say that is so, but I say it is a distinct possibility. I think that is a problem with which they were faced in the state of Ohio.

Then we must consider also the fact of the



economy of any area when a four-lane highway is put in, be it tolled or be it free.

They consider in the United States that a toll road provides tremendous impetus to industry, which follows a faster means of communication.

A four-lane highway from here to Toronto, be it tolled or free, will bring about an increased industry moving into this area. If you go down the Queen Elizabeth Way and see the recent development of industrialization, you will see what I mean.

The railroads were built around the turn of the century, and where the steel went, so went industry. These are facts which you might consider when you think of what the residents may get from that road. They will derive some revenue -- and perhaps a great deal of revenue -- from industry which locates in the immediate vicinity of the highway.

Another point which it is difficult for the Committee to face is the local highway No. 400, which is a free, four-lane, controlled-access highway, running from Toronto north. Are we going to toll portions of Highway No. 401, and leave Highway No. 400 as a freeway, so that anybody living on Highway 400 will travel free, whereas if they live on Highway 401 they may have to pay a toll?





I am just throwing these thoughts out as problems which we may have to face.

If there is nothing further from anybody --

MR. SCHNARR: What was the toll charged on some of these United States toll roads?

THE CHAIRMAN: Roughly,  $1\frac{1}{2}$  cents per mile would be a fair average, and for truck traffic, probably 4 cents or  $4\frac{1}{2}$  cents. I will stand corrected on that if someone has more accurate information.

MR. AULD, M.P.P.: I think it is about  $1\frac{1}{4}$  cents.

MR. CHILD: I think that is about the overall average.

MR. RATZ: Will the meeting today influence your opinion about the needs of Kitchener? I believe it is generally agreed we would be in favour of toll roads, but does that mean that the other roads you are considering will be taken into consideration in this same plan?

THE CHAIRMAN: That is what we are trying to decide. That is our problem.

MR. RATZ: I can understand part of it, but there are considerations as well from the other part.

THE CHAIRMAN: These are questions which, to get final answers, you have to do very detailed traffic



counts, and consider the industrial needs, to decide where the greater need is.

As Mr. Macnee pointed out, Highway No. 401 has been built with the idea of by-passing the large centres, and I think basically to get the traffic off the city streets. These stretches running out of Windsor, and around London and Woodstock, the stretch around Toronto, and in the Kingston area and the Trenton-Belleville area were constructed for that purpose.

MR. RATZ: During the past five years --

THE CHAIRMAN: I think you have a problem in this area which has to be solved one way or the other.

MR. AULD, M.P.P.: On the Pennsylvania Turnpike, for 357.43 miles, vehicles in class 2, paid \$3.75 for travelling over all of that road. The vehicles in class 3 pay \$7.10.

In class 4, it is \$9.40;

In class 6, they pay \$11.58.

In class 8, they pay \$17.50.

In class 9, they pay \$23.00. That is the highest.

There are a couple of others for buses and special vehicles.

THE CHAIRMAN: That runs from 1 cent to 3 cents?



MR. AULD, M.P.P.: About 8 cents. In Pennsylvania, it should be expected, as far as commercial vehicles are concerned, it is a straight economical proposition, inasmuch as western Pennsylvania is very hilly and they can charge a higher rate. It is not to be compared with Ohio, which traverses a flat country.

THE CHAIRMAN: Mr. Boyer, would you like to say another word?

MR. BOYER: I want to thank you for the opportunity of expressing our views on behalf of our organization.

Some of the speakers have said if we do not like a toll road, we can take the other road. Perhaps our organization will have to say, "You take the high road, and we will take the low road".

THE CHAIRMAN: Mr. Wintermeyer, we would be very glad to hear a few words from you.

MR. WINTERMEYER, Q.C., M.P.P.: Mr. Chairman and members of the Select Committee: I want to, firstly, very sincerely thank you for coming to this district. This district, as the Chairman has said, is unique in several respects. It has grown very quickly. I do not know whether it was emphasized, but our population has increased about 40 per cent. in the last five, six,





seven or eight years, which is extraordinary in the medium class of the cities.

Naturally, there are consequent problems which have come about.

I do not want to discuss toll roads. I am not a member of the Committee, and I will have the opportunity to express my thoughts at some other time, but I do think, in fairness to the Committee, I should point out that what has been said here today by many people is certainly characteristic of the thinking of the people of this district, and that is, that due to circumstances over a long period of time, we have had inadequate rail and highway facilities in the community, and that is becoming more and more important to us.

I think that one feature of this which should be underlined is the fact that this very definite improvement -- I am not saying how it would -- should cause consideration of the economic feasibility of invoking a toll road in this system, as a portion of Highway No. 401 only. I am not suggesting it should be done, but I am suggesting if the people of the district are given the opportunity of knowing just when to expect a four-lane highway, particularly from here to Toronto, they will be in a better position to consider the question of toll roads, which will bring



highways faster than normal construction would do. I am not speaking politically at all. I think the Committee is here, thinking of the general economic development of this district, and what would best serve its interests.

I can appreciate the fact that if you go to eastern Ontario, you will get other representations, as Mr. Auld says, but this might be one of the districts which might consider paying a premium for the privilege of expediting travel between here and Toronto, and south from Waterloo and Kitchener to the Queen Elizabeth Way where the bulk of our time is spent with inadequate road services.

When we get to a four-lane system, we speed along, the same as anybody else, but our facilities to these good roads are poor. It might be the part of discretion to give the people of this district an opportunity to judge whether they would be willing to support a partially-tolled road.

On the question of an over-all toll road for the whole province, I do not think we should give any consideration to that now.

I came here today, like most of the people, to gain information with respect to my own district, and I would like you to do as much as you can to help



form public opinion, as Mr. Child has mentioned. I do think they should have some information as to when they may expect Highway No. 401, with a toll, or without.

That is the thought I want to leave with you. I want to thank you sincerely on the part of everyone who is here for coming to Kitchener. It has been a pleasure to have you. If you can spend more time with us between now and when you are required to leave, we will be delighted to show you the various parts of our cities, and will do what we can to make your visit a little more enjoyable.

Again I want to thank you for the opportunity of spending a part of the afternoon with you. (Applause)

THE CHAIRMAN: Thank you, Mr. Wintermeyer. Your point is well taken, and we will consider it very carefully.

I would like to express our thanks to all the people who have taken time from their busy lives to come here this afternoon, and try to help us with this problem.

We know of no better way to find out what people are thinking than to go to them and ask them to tell us. We hope we will create some public opinion from this meeting. That is fundamentally our





purpose, to secure ideas from you, and integrate them in our thinking, when we finally make up our minds as to what we will do.

I wish to thank you for your hospitality. It has been a very enjoyable afternoon.

If there is nothing further, we will bring the meeting to an end.

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---Whereupon at 4:58 o'clock p.m., the further proceedings of this Committee adjourned, to reconvene in the city of London, Ontario, on Thursday, September 13th, 1956, at 9:30 o'clock, a.m.

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ONTARIO

P R O C E E D I N G S

of the

SELECT COMMITTEE APPOINTED BY THE LEGISLATURE  
OF THE PROVINCE OF ONTARIO, TO ENQUIRE INTO AND  
REPORT UPON MATTERS IN CONNECTION WITH TOLL ROADS  
IN THE PROVINCE.

Mr. J. P. Robarts, Q.C., Chairman.

Mr. D. J. Collins, Secretary.

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VOLUME XXIII

Thursday, September 13th, 1956,

LONDON, Ont.

(Morning Sitting)

- - - -

R. C. Sturgeon,  
Official Reporter,  
Parliament Buildings,  
Toronto, Ontario.



T W E N T Y - T H I R D   D A Y

(Morning Sitting)

London, Ontario,  
September 14th, 1956,  
9:30 a.m.

- - - -

The further proceedings of this Committee  
reconvened pursuant to adjournment.

Mr. J. P. Robarts, Q.C., Chairman,  
Presiding.

PRESENT:

Messrs. Root,  
Sandercock,  
Mackenzie,  
Child,  
Auld,  
Yaremko, Q.C.,  
MacDonald,  
Mr. D. J. Collins, Secretary.

APPEARANCES:

Mr. W. Q. Macnee,	Traffic Engineer, Dept. of Highways, Ontario.
Mr. Jack Corbett,	Middlesex County Road Committee.
His Worship Mayor Dennis,	London.





Mr. Leo LaChappelle,	Councillor, Westminister Township.
Mr. Gordon A. Murray,	Councillor, Westminister Township.
Mr. R. L. Morris,	Director, Transportation John Labatt, Ltd. Chairman, Private Carrier Group, A.T.A., Toronto.
Mr. G. E. Jackson	M.P.P., London South.
Ald. Maklon C. Moore,	St. Thomas, Secty. # 3 Highway Assoc

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THE CHAIRMAN: Gentlemen, we are ready to proceed.

I think the first thing I might do is to introduce to you the members of the Committee, so you will know who we are.

Starting on my right is Mr. Yaremko, Q.C., from Bellwoods; Mr. Sanderock, from Belleville; Mr. Auld, from Brockville; Mr. Child, from Hamilton. On my left is Mr. Mackenzie from Woodbridge. He claims Highway No. 400 as his private road. Mr. Root, from Wellington-Dufferin; Mr. MacDonald, from York South.

And then sitting here (indicating) on my left is Mr. Macnee, the traffic engineer with the Department of Highways, and he is our "sharp pencil



boy", who gives us information on traffic, and things of that type.

On my right is Mr. "Don" Collins, a member of the hon. Prime Minister's staff, and Secretary of the Committee. He is responsible for our starting only one half-hour late, instead of one hour and a half. I should apologize for commencing a little late this morning, but with groups of this kind we always find there are delays which in some instances are unavoidable.

HIS WORDSHIP MAYOR DENNIS: Mr. Chairman and members of the Committee, and gentlemen; I am sure we in London are all very happy to have the opportunity of knowing something more about this toll road proposition or programme. The matter has been discussed by Council very briefly, and naturally we have not very much information, and are not very familiar with how it works, except we know that when we are across the line, we go so far, and then have to pay to go farther.

Your Select Committee is meeting here today, and I am sure we will all receive a great deal of information as to the work in connection with the toll roads programme, and while, unfortunately, during this particular period of Fair Week, it is difficult



to secure representation from the Council, nevertheless, what is done here today will be published, and even if the people are not here in person, they will know something about what you have in the way of this toll-road programme.

I am sure it will be very interesting to hear the programme outlined, and how it works, and your Committee has done a great deal of work on it, and I am sure that with the work you have ahead of you, you will be bringing this matter before the people in a way they can understand.

I might say that we had an official of the City Hall who suggested another way, and that was to charge everybody a \$10.00 license. That did not "go over" so well, judging from the number of phone calls and letters I have received, as I think most of them feel they are paying enough for licenses already. I understand they have that in Newfoundland, where I was last year. They were still paying the extra \$10.00. But the suggestion of an increased license for cars to build better roads and arteries was not met with a great deal of enthusiasm. Possibly, toll roads is the answer. I do not know. You are here to assist us in that matter.

We are very glad to have you here, and I am





sure your discussions will be of interest to the people of London. So I will ask you to carry on, Mr. Robarts.

THE CHAIRMAN: I think we will follow this procedure; I will give you some understanding of who we are and why we are here this morning, and what we have done to date.

This Committee was formed originally in March, 1955, and held one or two meeting prior to the dissolution of the Legislature. Then we had a general election a year ago last June, and the Committee was re-constituted in September, 1955.

We form a Committee appointed by the Legislature of the province of Ontario to make investigations of toll roads and their applications, if any, in this province.

We are an all-Party Committee; we have representatives from all Parties who sit in the Legislature, but our work is strictly non-political. We are a fact-finding body, and our function is to come to certain conclusions and submit those to the Legislature, and the Legislature may accept them or may not as it, in its wisdom, sees fit. The implementation of any recommendations we may make is a question for the government. Once we have submitted our report, with our recommendations, that is the end of it, as far



as we are concerned.

We introduced an interim report to the Legislature last March, and in order to write that report, we did a good deal of travelling in the United States, looking over various facilities there. We travelled on the New York Thruway, and spent a great deal of time with the administrative body of that road.

We were on the New Jersey Turnpike, and we spoke to that Authority about the operations, and we also were on the Garden State Parkway, which is also in New Jersey, and also the Pennsylvania Turnpike. These trips were all made prior to the writing of the interim report.

In addition to that, we sent out invitations to 150 or 175 organizations asking them if they would like to make representations, and we sat for many, many days last fall in Toronto, listening to representatives from such organizations as the Traffic Conference, the Ontario Motor League, the Railway Association, and so forth, and we had representatives from gas-station owners, oil companies, and various other interested bodies. They all submitted their views pro and con, and from that mass of information, we wrote this report.

The report was introduced, and we asked to be



re-constituted, and we asked permission to finish the job, because we felt we had not at that time completed our work.

Subsequently, we visited the Ohio State Turnpike. We felt they perhaps were not as successful as some of the roads we had visited, and we wanted to see the other side of the situation, and we spent a very interesting couple of days with them.

We have also been given another matter to investigate, and that is the question of the weight-mile tax. Very little is known in this province about that type of taxation, and we are expecting to get some very interesting briefs soon from the trucking industry, the railways, and others.

The weight-mile tax is computed by taking the weight of the vehicle times the number of miles it travels, the theory being that the heavier the vehicle, the greater the cost of providing roads for carrying it.

Fortunately, we are approaching this with a completely open mind. We do not know too much about it as yet, but we hope to have a great deal more information about it before very long.

We spent a very interesting day with a lady from New York, who was kind enough to come to Toronto,





and give us a rundown of that tax as it applies in New York State. We also investigated a similar tax in the State of Ohio.

That, roughly, is the picture of who we are and what we are doing.

As regards the reason why we are here now; we arrived at certain principles and conclusions which we embodied in this report (indicating). We are now trying to ascertain how those principles can be applied in this province, if they can be applied at all, and if so, how and where.

We were in Kitchener yesterday and had a good meeting there. There was a great deal of interest. Kitchener is in a somewhat dissimilar situation to London, because they are very dependent on road traffic. Their rail connections are not good, and they do not have any section of Highway No. 401, the controlled-access four-lane road, completed in that area. London has a 34-mile stretch to the south, which should be opened this fall, so perhaps the matter is not as pressing here.

We feel we have two functions in coming to a municipality; one is to receive information as to what the public is thinking, and, secondly, for us to give information, and perhaps create some public interest



in this matter, so that we may receive guidance from the people themselves as to how they feel about the possibility of toll roads in the province.

I would like to run over a few of the observations and recommendations we made in our report, and when I have finished, we will be happy to hear anything any of you have to say, and to answer any questions you may have, to the best of our ability, and perhaps we should get into a more or less general debate on the subject, which would be of more value to you, and also to us.

From our travels in the United States, we made certain observations about toll roads in that country.

Firstly, we find toll roads, by and large, were built in jurisdictions where the government did not feel it was in the public interest to increase the gasoline tax or the registration fees in order to raise money to build these high-cost roads. These four-lane, controlled-access highways are extremely expensive to build, and the money must come from somewhere, and jurisdictions felt that perhaps the best way to raise the money was not by any increases in what might be called the "conventional means of taxing highway traffic".



Secondly, we found in most jurisdictions a very high volume of what might be called "out-of-state traffic".

When you have corridor states -- Ohio is one and New Jersey is another -- where there is a great deal of traffic coming in at one end of the jurisdiction and going out at the other, but making no contribution toward paying for the upkeep of the roads upon which they are travelling, even perhaps buying their gasoline outside the state, and thus making no contribution to the gasoline receipts in the state in which they are travelling, a problem is created.

We found a big backlog of uncompleted highway work. Most of it stems from two factors, one, the war, because the question of national defence was paramount, and, secondly, the increase in motor vehicles since the war, which has been phenomenal, and these two factors combined for creating a tremendous backlog of work which should be done, but which has not yet been done.

Then we found an increased demand for highway roads, rather than highway assistance, from municipalities. Every municipality wants more money for their roads in that particular municipality. You





can only spend a dollar once, -- either you personally or the government -- and if you spend it in the construction of a superhighway, you are not able to build the connecting links between the various centres of population. That is another feature leading to the establishment of toll roads.

In some jurisdictions we found something which is not true in Ontario, that is, a diversion of revenues. In some states, money collected from the motorists has been devoted to welfare, hospitals, education and things of that sort, which might be a little more popular politically than building roads.

When we ran into that factor, we were interested to find out if it was so in this province, so we asked the "sharp pencil boys" in the Treasury Department, and we received a breakdown, such as I think had never been compiled before, as to highway costs, and how they were financed in this province, and we learned that over a period from 1947 to 1955, for every dollar spent on our highways and roads in this province, 65.5 cents came from the gasoline tax and registration fees, the other 34.5 cents coming from the general revenue. So we are really spending more for the general public than we are collecting from them.



I might make a slight observation in regard to that matter. It may be it is not necessary, nor proper, that the motoring public should pay the full cost of the roads. These roads are of tremendous assistance to the municipalities, as a whole. You will find that industry follows transportation. Where you have good transportation, you will find industry locating, and these four-lane highways seem, in some respects, to have almost the same effect as the railroads had back in the late 1890's, and the early 1900's. Where the railroads went, industry followed.

You will find an example of that, if you take the Queen Elizabeth Way and see how industry has been building along that highway. Industry wants fast transportation, and door-to-door deliveries, and it is a question whether industry or the individual motorists should carry the full burden of road construction.

Those are some of the factors which have led to the construction of toll roads in the first place, and you can apply them in your own thinking to the situation in Ontario.

Then we reached certain conclusions, and I will run over them very briefly.

No. 1 is:

"There is no inherent engineering or traffic



control advantage in toll expressways over free roads, such as No. 400, built out of tax revenue and provincial credit."

You can have as good a road as a freeway as if it were tolled. In other words, tolling is simply another method of collecting money to finance construction. It is not a question of whether it is a good road or a bad one.

Our present highways No. 401 and No. 400, running north from Toronto to Barrie, compare very favourably from an engineering point of view to the general facilities to any toll road built in the United States.

Secondly, we came to this conclusion:

"Toll financing is an expedient to enable the state to build high cost expressways and bridge projects quickly on a user pay system when revenues are below expenditures. The alternative would be an indefinite postponement or, at the best, piecemeal construction on funds available out of current revenue."

It is as simple as that. I hope I do not over-simplify the point.

Then No. 3:

"The toll method of financing permits the construction of a complete system early and





thereby increases the economic effect of a major traffic artery in the jurisdiction, actually encouraging industry and providing a stimulus to the economy without increasing taxes on the general citizenry. The direct and indirect economic benefits may in fact offset much of the expense of construction of the toll facility within a very short time. The construction of the expressway benefits the entire community as well as the special group which makes direct use of the road. Savings in time of travel, vehicle wear, and accident damage are startling when calculated on a money value basis for each user." - -

In this connection, I might mention the New York Thruway, where they built some 400 miles in two years. They did that by selling 400-odd million dollars worth of bonds; they got the money in one "whack", and then they said, "We have the money; go ahead". If they had appropriated so much out of each year's revenue, it might have taken fifteen or twenty years to put that road into operation. That is an advantage you receive in regard to highway financing by the budget method; you can take the whole thing at one bite.

Then our conclusion No. 4 reads as follows:



"Where the toll method of financing is instituted, such roads should be planned and constructed to form an integrated part of the entire highway network. Toll projects should be designed to ensure that their use will produce the maximum benefit for all citizens of the jurisdiction. This requires that toll facilities be under Government (Provincial) control, and administered through a separate Provincial Board reporting to the Minister of Highways. It is the proper responsibility of the Government to plan the construction of highways and assist in the construction of improved municipal roads. This is true even when the toll method of finance is required, for the planning engineers should not allow toll facilities to obscure inadequate development of the remaining parts of the highway network. Controlled access express-highways may, in fact, place an added strain on certain sections of the present road system unless interchanges and secondary roads are designed to siphon off, without congestion, the induced traffic flows."

You cannot build a toll road from "A" to "B" to provide fast movement of traffic between those points,



without having the toll road planned and having a few feeder roads leading in and out of the municipalities.

We also came to the conclusion that this whole matter of the vehicle tax system is something which must be considered continuously.

Our conclusion No. 5 reads as follows:

"The ever changing aspects of the motor vehicle tax system must be studied and revised whenever circumstances merit. New fuels and more efficient vehicles able to operate with greater loads, can complicate a tax system based on gasoline gallonage. In fact, the transportation field is a dynamic one, with constant technological improvements and developments. The taxation system and the highway construction program should keep pace with new developments and not attempt to impede progress by unnecessary restrictions. These restrictions are in part caused by insufficient amounts of money available to the construction engineer to build roads to high enough standards to accommodate all vehicles regardless of weight. Weight loads which can be moved economically by motor transport have sharply increased in the last few years. Secondary roads, because of their lighter





construction, suffer most from heavy transportation movements. This requires a new approach in the classification of roads and streets. The construction of each road limits the type of vehicles it can carry without undue deterioration. Secondary considerations, such as heavy traffic in residential areas, must also be considered."

There is no set pattern. There is no proper method of taxing that has been devised which is continuously satisfactory. The taxing authority must continually study the question of the taxing of motor vehicles, because, as I say, the situation changes, and the techniques are changing very quickly.

Two-car families were unique ten years ago; today, with the suburbs building outside the original municipal limits, they are becoming commonplace. It is not unusual for people to drive twenty or thirty miles to and from work. They can live in one municipality and work in another.

It is apparent there will be further changes, and we feel the whole question of the taxation of motor vehicles is something which will require constant study and must be approached with an open mind, so that our system can change to meet the changing circumstances.



We also arrived at the conclusion that this growth has been so fantastic, that today's plans may be tomorrow's headache.

We asked Mr. Macnee about a certain road in Toronto, at one of our earlier meetings, and we said, "What would happen if you opened a road from 'A' to 'B'?", and he said, "Gentlemen, you can build a road from any place to any place in the Toronto area, and in a period of three months, it will be operating up to capacity."

That is one of the factors which makes it so difficult to plan.

We find also that toll facilities actually cost more to construct. There is no doubt about that. There are more underpasses and overpasses required, and the toll-collecting facilities themselves are expensive to instal.

We came to another conclusion which I think is of some interest, and that is, an analysis of our highway expenditures and revenues show our present system of taxation is not producing sufficient money which will be required. We are struggling with that question, and it is of interest and concern to those who must collect the taxes, and those who must pay them.

We have arrived at the conclusion that our



present system is not adequate, and something will have to be done.

We also came to the conclusion that before any toll facilities can be established, a complete engineering survey in regard to the feasibility of collecting a sufficient revenue to carry the bonds, provide for the retirement of them, interest charges, and so forth, must be made by an expert group of men. We have in mind independent commercial engineers, outside of any branch of government entirely.

We have studied some feasibility reports made by some engineering firms. We have had a report recommending toll roads, and also a report from California, where, after spending a great deal of money and a great deal of time, the engineers have come forward and said that toll roads are not feasible. We are not equipped to do that, although we can recommend areas which might be studied. We think that those reports are absolutely necessary.

Finally, we reached the conclusion that we might expect some help from the Federal government in our road-construction programme, and I would presume that in every other province as well. There were three factors which brought us to this conclusion; first, the effect of proper roads on the general economy of the





country. If we build good roads in Ontario, they affect the economy of Canada as well.

Secondly, these roads are important as far as national defence is concerned, not so much in the defence of the country, but to produce materials of war which will become absolutely necessary in case of war, and we feel that some consideration should be given to it in our programme of financing these roads on that basis.

Finally, we are aware of the fact that the Federal government really takes a terrific amount of money out of the motoring public. You pay the excise tax on your automobiles, and whether you realize it or not, you pay a little less than 2 cents a gallon to the government by way of gas tax; you pay not only 11 cents to the province, but slightly under 2 cents to the Federal government, and we get nothing back except what the Federal government is spending on the Trans-Canada Highway. We think the Trans-Canada highway is necessary, but our major traffic problems in this province are not in the area in which the Trans-Canada highway is being constructed; our major traffic problems are in the industrial heart of Ontario, and the money the Federal government is collecting is doing nothing to alleviate our problems.



I will now mention our recommendations.

In order to arrive at the conclusions I have just mentioned, we spent a great deal of time. We did not have time to apply any of the conclusions to the Ontario situation, and that is what we are here to endeavour to do now.

Our recommendations were as follows:

"1. That the Legislature accept the principle of a toll method as a practical system of financing the construction and maintenance of multilane controlled access highways and urban expressways and special high cost structures, such as bridges, causeways and tunnels."

We said "accept the principle"; we did not say to build a toll road from "A" to "B" any place in the province. We literally did not have time to study the application of the principles to our province, but we did suggest the Legislature might accept the principles.

Secondly:

"That the feasibility of each project be considered through an impartial study by experts of detailed data on actual and predicted traffic volumes, and construction costs. A calculation should also be made of the contribution to the economic development of the province generally and the



social advantages to all our citizens."

I have touched on that.

The third recommendation is:

"That consideration be given to the basic contribution of each project to the province generally and that the possibility of a portion only of the capital cost of any project being financed and amortized through the imposition of a toll be considered."

We felt in that way we might recommend a basic contribution of the province as a whole, and we felt that perhaps some portion of that would fall upon the citizens generally, and the amount over and above that might be amortized by those people who used the roads, and no others.

We also recommended -- No. 4:

"That any facility which is subject to a toll charge shall become free when the payment of the facility has been completed, including the government contribution."

That is, that any toll facility which is put into effect will become a freeway immediately it is paid for. We feel that is a good recommendation. We are trying to avoid having a self-perpetuating organization.

We believe these recommendations embody most





clearly our position, that tolling is just another method of building a road, that we would like to have as a freeway as soon as it is paid for.

The recommendation No. 5:

"That no consideration be given to the construction, operation and maintenance of toll roads in the province by private companies."

We had one group which approached us and said they were prepared to build a toll road and finance it. When we went into their scheme, we found they wanted (a) the province's power of expropriation to acquire the right-of-way, and (b) they wanted the credit of the province to back their issue.

Our answer to them was, "Why should we not do it ourselves, because you are asking the government to assume the major risks in the enterprise?"

We are of opinion that any highways in this province, toll or otherwise, belong to the people, and they should be owned and operated by the government of the day.

Finally, our recommendation No. 6 was:

"That a Commission or Board be established as the authority to conduct the necessary investigation outlined above and to administer any toll facilities established in the province,



such Commission or Board to report to the Minister of Highways."

This recommendation was made in order that our roads might take their places in our entire highway system.

Gentlemen, there is the story, as briefly as I can put it. We would like any comments or questions from any of you who are present this morning.

I would be very much interested if any member of the Committee feels I have omitted anything, or have not put anything in the way they think it should be, I will be happy if you will make some contribution to this meeting as well, because, frankly, we want to drum up a little public interest, and we would like to know what the citizens are thinking.

The meeting is open for any comments anyone may care to make.

MR. CHILD, M.P.P.: Mr. Chairman, this being in your area, the same as that of the local people present, in regard to the completion of Highway No. 401, I wonder if anybody would like to make any comments about what they think about tolling Highway No. 401 in this area, or possibly the whole length from Windsor to the Quebec border.

MR. MORRIS: Our organization is submitting



a brief on "Toll Roads", so I do not have to make any comments. You will have a brief from our association in Toronto.

THE CHAIRMAN: The A.P.A. did not submit a brief to us. We have one on the weight-mile tax. If you have any comments, we would be happy to hear them.

MR. MORRIS: I do not think I have any comments to make. The brief will be submitted showing our position.

MR. ROOT, M.P.P.: Mr. Chairman, at some of our hearings, it was pointed out our registrations have doubled in the past ten years and it is estimated they will be doubled again in the next, and it was said that would automatically double our revenues to build more roads.

I think it should be pointed out that our purchasing power of a dollar has been cut almost in two. So that while you actually have double the revenue, you still cannot build twice the mileage of roads, without meeting wage increases and the increased cost of equipment, and there is nothing the government can do about them. I do not think anybody wants to see those cut.

MR. AULD, M.P.P.: Would it be of interest to give some of the figures which show mathematically the problems which are facing the province, as far as the construction is concerned, that is, the backlog, and so on?





THE CHAIRMAN: Would you care to speak to that, Mr. Auld?

MR. AULD, M.P.P.: The Department of Highways has made a survey in Ontario, and we have roughly 80,000 miles of roads -- perhaps a little less -- that is, of highways, provincial, municipal, county and so on, which is roughly equivalent to the mileage in New York State, but their population is considerably greater.

Of all this mileage, the province's contribution directly, through subsidies, or through its own expenditures, will provide for approximately 3,500 miles of rural, undivided King's Highways, considered intolerable at the end of 1955, and in our figures, it is estimated that in the next ten years, we will be required to spend \$2,850,000,000 for normal construction, maintenance, and new construction.

We have, in round figures, a budget this year of \$185 million for expenditure on the highways, and an expected revenue of about \$140 million.

There is something which many people do not realize, and which many of us did not realize until we received the figures from the Treasury Department, which the Chairman mentioned a few moments ago, and that is, that only in about three years, which include the war years, have the motor vehicle revenues exceeded the



expenditures, and it is a question as to where we are going to obtain the revenues to build the highways which everybody agrees we require.

There is one other figure which is most interesting to me, which has not yet been touched upon, and that is, that commercial vehicles in Ontario have grown more phenomenally than the private car registrations. In 1945, there were 2,081, whereas in 1955 -- ten years later -- there were 32,030, or about fifteen times as many. So, as has been pointed out, the problem facing this province is that we have <sup>to raise</sup> more money some place to try and catch up, and keep pace with the increased registrations, and the increased use of the various vehicles.

MR. YAREMKO, Q.C., M.P.P.: Mr. Chairman, just following up Mr. Child's opening remark; you have given a very good outline of the province, and Mr. Auld has given us the figures. Perhaps we could get down to a specific instance, and consider Highway No. 401, which is the highway with which most of the people in this area are concerned.

I do not know whether any portion of Highway No. 401 has been opened in this area for traffic.

THE CHAIRMAN: No. There is a 34-mile stretch reaching from Temple, which is just ten or eleven miles south of here, and will extend over to Eastwood, east



of Woodstock. That section will by-pass London, Ingersoll and Woodstock, and I believe it will be open for traffic by probably November or December of this year.

MR. YAREMKO, Q.C., M.P.P.: Are the people of London not looking forward to that? I know they would like to know when they might be able to expect the road to be open from here to Windsor and Toronto, and then on to the Quebec border, via a four-lane, non-access highway.

THE CHAIRMAN: Perhaps they are interested. I think they are. They can see some concrete construction in this area.

At the meeting in Kitchener yesterday, there was a great deal of interest because, while it has been planned in that area, there has been nothing done.

Perhaps the people of London do not realize there is some possibility they might have to pay to ride on this stretch of road built south of us.

MR. YAREMKO, Q.C., M.P.P.: They might have to pay, if they want the highway to go through to Toronto in the very near future.

That is the problem which confronts this Committee, as to whether Highway 401 will be proceeded with at a rate where the people can use it in the very near





future, or wait until it is built in "dribs" and "drabs", over the next ten years.

I do not know whether the people here have the figure, but in view of the backlog, we must find the additional funds for the completion of Highway No. 401, so it will take a number of years to have this Highway No. 401 completed, the way the people of London and Windsor would want it to be done.

MR. MacDONALD, M.P.P.: Is this \$800 million out of roughly \$2 billion, which is a provincial responsibility? Does that figure cover the backlog and the projected highways, including Highway No. 401?

THE CHAIRMAN: I think there is \$210 million included in that figure for the construction of Highway 401. That would not complete the road.

MR. MACNEE: The \$2,850,000,000 indicates that if we spend that much in the next ten years, where it should be spent, at the end of ten years our roads would be sufficient for the traffic at the end of the ten years.

MR. MacDONALD, M.P.P.: Would that include the completion of Highway No. 401?

THE CHAIRMAN: Certain portions being built.

MR. MACNEE: It would include the completion of Highway No. 401.



MR. COLLINS (Secretary): I do not see how Highway No. 401 can be completed with \$210 million.

MR. MACNEE: That would give you approximately 400 miles of road, because the remaining sections would be strictly rural.

THE CHAIRMAN: Perhaps, Mr. Macnee, you might give us a rundown of Highway No. 401; what has been built, and why the balance has not been built? In other words, the present situation as far as No. 401 is concerned.

MR. MACNEE: Originally, they started Highway No. 401 with the idea of providing by-passes around the more congested areas, such as Toronto, the Trenton-Belleville area, the Kingston area, the London area, and so forth.

We have found that these isolated by-passes were, in a sense, helping no one, because of the out-of-the-way travel to get on the by-passes, and get back on the highway system later, and that it took about as much time as was caused by the delays through the congested areas.

So the procedure now is to build an integrated system, and the by-pass around the London area is part of that integrated system. It starts from Highway No. 2, and the various roads from the east, finally connect up with it.



To the west, Highway No. 4 gives us a good dispersal point to carry on Highway No. 32 and Highway No. 3, to the west, and the connection between Toronto and London is being built from Toronto toward the west, the point being, if we were to extend Highway No. 401 east from Eastwood, it would serve practically nobody unless we built a complete section right through the Kitchener area.

So the plan now is to award contracts for the section extending from Highway No. 27, which is the western limits of Toronto, through to Highway No. 10, which will give us an integrated loop.

And in about one year, we will start the extension from Highway No. 10 to Highway No. 25, which will give another loop. Then the section will be built from Highway 25 to Highway No. 8 at Kitchener. This would make a section to connect up with the section of the London by-pass.

Currently, the section of Highway No. 401 between Tilbury and Windsor, is open to traffic. A 34-mile section should be open this fall, weather permitting. The highway extends from the western limits of Toronto through Oshawa to Newcastle, and the by-pass in the Trenton-Belleville area is about ready to be opened.





The Kingston by-pass is at the same stage, and there are several sections in the Seaway valley which are nearing completion.

The work west of Toronto perhaps would have been farther ahead, had it not been for the necessity of devoting time and money to the section in the Seaway valley, where the existing roads are being flooded.

THE CHAIRMAN: I think that is about it. I think we might take it -- and Mr. Macnee can check me, if it is not a fair statement -- that as far as the London area is concerned, in the foreseeable future the Department cannot give any indication of when the section will be built from the end of the 34-mile stretch, presently ready for use.

MR. MACNEE: That is right.

MR. MacDONALD, M.P.P.: I would like to go back again to Mr. Yaremko's remarks. We have heard views expressed, and I see there are six or seven citizens of London here, either as individuals or in an official capacity.

May I ask what is the reaction of the citizens of London to the questions (a) whether or not that 34 miles which is about to be opened should be tolled, or (b) should it be tolled as a means of providing funds to complete the road either to Toronto or down to Windsor?



MR. LaCHAPPELLE: Mr. Chairman, we think Highway No. 401 should be a toll road, and should be completed from Windsor to Toronto, and if it being a toll road will mean the government will provide more subsidies for the municipalities, mainly for county and suburban roads, we think a toll road would be the answer.

With your permission, I would like to present a resolution from our Council.

THE CHAIRMAN: I think His Worship, the Mayor of Elmira, filed a copy of that resolution at Kitchener yesterday.

MR. LaCHAPPELLE: We feel that good roads are becoming a burden to real estate. The tax rate for county roads is 6 mills and the municipalities charge  $2\frac{1}{2}$  mills, which makes  $8\frac{1}{2}$  mills the taxpayers are paying on property, and our own county roads in the municipalities are being taxed too much.

We think if toll roads were established, we would have more subsidies.

MR. MacDONALD, M.P.P.: May I ask Mr. LaChappelle another question? Do you feel that there is no objection to toll roads as a means of raising revenue for completing the projected highways, of the nature of Highway 401? Do you feel it would be fair to do that without extending the toll to existing highways,



such as Highway No. 400?

MR. LaCHAPPELLE: We feel that all of what you might call "superhighways" should be tolled. We feel that there is traffic coming from the other parts of the country and from the United States, which is travelling through the province, and by having toll roads, they would be helping to build these roads.

THE CHAIRMAN: I might say for your information in connection with the Burlington Bridge, that we had a delegation from the Wentworth County and Suburban Roads Commission, from the Wentworth County Council, and from the city of Hamilton, all of whom expressed the same point you do, that they were prepared to see the Burlington Bridge tolled, their thinking being that would release money which could be used in the municipalities concerned, and relieve certain intra-municipal problems.

MR. MacDONALD, M.P.P.: I assume from what the gentleman (Mr. LaChappelle) has said, that the Queen Elizabeth Way, and all superhighways, in his opinion, should adopt the principle of tolling, if you are going to toll Highway No. 401.

MR. LaCHAPPELLE: That is right.

MR. MACKENZIE, M.P.P.: Would you include all the initial sections of the highway system?

MR. LaCHAPPELLE: No.





MR. MACKENZIE, M.P.P.: Why not?

MR. LaCHAPPELLE: I just mentioned the super-highways.

MR. AULD, M.P.P.: Of course, now only a small portion of the Queen Elizabeth Way is controlled-access, and the remaining portion has many points of egress and exits. In character, it is not a "superhighway" it is a local road. There is a great deal of travel on it.

MR. MacDONALD, M.P.P.: I think all our highways have far more accesses than the toll roads in the United States, and more than the toll-road engineering-wise has conceived.

MR. AULD, M.P.P.: If it is a toll road you want, you have to see whether there is a sufficient volume of traffic, and that the interchanges and personnel required to collect the toll are available, in order to get that done. I think our interchanges here are on an average of every six miles, whereas in the United States, they are about twenty miles.

MR. CHILD, M.P.P.: I think, going up to Barrie, that could be converted to a toll road with few accesses to it as at the present time, but that would not apply to the Queen Elizabeth Way between Toronto and Hamilton. There are literally dozens of accesses,



and the cost of constructing the underpasses and overpasses would be so prohibitive that the idea could not possibly be entertained.

A new road between Toronto and Hamilton would be more practical.

MR. ROOT, M.P.P.: Mr. Chairman, getting back to this backlog: with our present sources of revenues, when can we hope to overtake this backlog? From the figures given to the Committee last year, it amounts to \$920 million. How much are we spending a year out of our budget on capital expenditures, which is eating into this backlog?

MR. MACNEE: I do not think I could give you a figure on that. I know it is not enough.

MR. ROOT, M.P.P.: A lot of this budget goes for municipal roads and maintenance.

I saw a clipping from the Brockville paper yesterday which said that at the present rate of construction, it would be 200 years before Highway 401 is completed. However, I do not believe everything I read in the newspapers, but that is a staggering figure. There are backlogs concerning the old highways. I know of some highways which are gravel highways, in my own riding. You are speaking of Highway 401, but of no roads in other parts of the province. That is the reason



for my question, as to when they will catch up on this backlog.

MR. MacDONALD, M.P.P.: I think even I would disagree with that reported figure from the Department of Highways, on the basis that they are only building two miles per year.

MR. CHILD, M.P.P.: Last night I was reading where the police are going to enforce certain measures, and it said this statement was issued by the Suez Canal Authority, which shows that even newspapers do make mistakes.

THE CHAIRMAN: We would be happy to hear any further comments from any of you, if you would like to speak.

MR. MORRIS: What pressure is being brought to bear upon the municipalities to secure access to these roads? There will be no access to this road when it is finished. I see it will be at least a year before it is finished, if they start it now. What pressure is being brought on the Department of Highways in Ontario to encourage the municipalities to put in accesses to the highway?

THE CHAIRMAN: I do not know that I can answer that. I do not know whether any other member of the Committee can. There is access at Knightstown,





and there is one at Highway No. 4, and at the Wellington Road, and there is a projected one at High Street.

MR. MORRIS: The new cloverleaf is just a death trap, before it is even opened. It will be a year before they have proper facilities for access to this road.

MR. YAREMKO, Q.C., M.P.P.: I think Mr. Macnee put his finger on the point, when he said the proper way to build the highway is with an integrated plan. The Department has come up with an integrated plan, except it cannot be fulfilled before a year or two, and may take all of ten years to fulfill.

The municipalities are concerned with the same situation. In the integrated plan, there would be access roads to this projected highway, but when the Department will have the funds sufficient to build an integrated road across the province, I do not know, but I imagine the municipalities along the highway also have not the funds to build these access roads to the projected highway No. 401. It all boils down to the dollar which has to be spent.

If we had all the money we needed, or could have increased revenues, this whole scheme could be built as an integrated plan within the very near future. However, we can only go on our past experiences, and assume that



our revenues will continue as they are now, and we will be struggling along as best we can, for the immediate future.

ALDERMAN WOOD (St.Thomas): Mr. Chairman, I would like to ask a question in regard to Highway No. 401. The most effective and the highest cost parts have been built first. Would they not be the most costly, and the parts which remain would be less costly to build than the parts already built?

THE CHAIRMAN: I think that was Mr. Macnee's point, when we were discussing the amount necessary to complete the highway, that the most expensive parts are all parts which have been built, or are being immediately planned. In other words, around the municipalities is the most expensive part of the construction, and to join up these sections in the rural areas, would cost a great deal less money.

MR. ROOT, M.P.P.: Could we get information as to how much it would cost per mile to build through the rural areas?

MR. MACNEE: The figure usually quoted is "\$600,000". Of course, it varies with the cost of property acquisitions, and the number of structures. You could build through a flat terrain, with comparatively few rivers cheaper than through rough terrain with a



number of rivers. Some counties have many roads which must be kept open. It is difficult to come up with an average figure, but we have felt it would be about \$600,000.

MR. CHILD, M.P.P.: In built-up areas, it could be considerably higher.

MR. MACNEE: Naturally. When you get into an area such as north Toronto, where you get a structure about every mile, and an interchange about every mile and a quarter, the cost becomes staggering. The property costs are much higher.

MR. CHILD, M.P.P.: The over-all cost would have to be close to one million dollars per mile.

MR. MACNEE: You have far greater mileage in the rural areas, and I do not think the average cost for building the entire length would be one million dollars.

MR. MacDONALD, M.P.P.: Let us get this down. What is the projected cost of Highway No. 401, from beginning to end?

MR. MACNEE: The present cost is \$210 million.

MR. MacDONALD, M.P.P.: How much has been spent up to now?

THE CHAIRMAN: I do not think we have ever asked for that information. However, we can secure it.

MR. MacDONALD, M.P.P.: It should be fairly





readily available. You may have it already.

THE CHAIRMAN: I do not think we asked for that. As a matter of fact, when I think about it, I seem to recall we did ask Mr. Fulton.

MR. ROOT, M.P.P.: The gentleman who wrote the brief -- I did not get his name -- (Mr. LaChappelle) suggested, upon questioning, that the whole access system be integrated into a toll system. I wonder if he has any suggestion as to how that could be done, and the government not be defeated?

THE CHAIRMAN: I think what Mr. Root is pointing out is that you have this problem; can you toll a road in one area, and leave another area of a similar road free, because your traffic count might show there is not sufficient traffic to support a toll on certain sections?

Then there is the question of present use. We have a through-access highway from Toronto north to Barrie, known as Highway No. 400. The people in that area have used that road as a free road, and what would the effect be, if the road, or any portion of it, was suddenly turned into a toll road?

We must recognize public opinion in these matters. I think that is the point Mr. Root was trying to make.



MR. ROOT, M.P.P.: Yes, Mr. Chairman. Quite frankly, with this recommendation comes the question of how it is to be done. How can it be integrated without creating a terrific political problem, either for the government or the opposition?

MR. LASKER (Westminster Township): Mr. Chairman, I believe you can control certain sections, because it is those sections which we want completed.

Doing a great deal of travelling, I would gladly pay toll on Highway No. 401 at Wellington Road to go to the other side of Woodstock, and I would gladly pay to have it completed to Toronto, so I could go on a through road. If it is good for the Department of Highways, and good for the people, let us not worry about the government being defeated.

MR. ROOT, M.P.P.: Your suggestion is that all existing roads be brought under toll? I am thinking of Highway No. 400 -- Mr. Mackenzie's road -- and the Queen Elizabeth Way. Have you any practical suggestion as to how these roads could be brought into a toll system, and still keep the political balance?

MR. LASKER: Could it not be put this way; that people living on No. 400, which is built, should be tolled, in order to complete the connecting links?

MR. MacDONALD, M.P.P.: I see no more reason



why the people on Highway No. 401, which is built, should pay toll, than the people on the Queen Elizabeth Way.

It seems to me if that principle is valid on the completed portions of Highway No. 401, it is equally valid to be extended to all superhighways, as the gentleman who spoke ahead of you (Mr. LaChappelle) has indicated.

MR. YAREMKO, Q.C., M.P.P.: Not necessarily so. I think the Department of Highways has done a very fair job in that they have pretty well distributed the highway funds across the province in a very fair manner. The policy has been on a provincial-wide basis, so that the area which generates revenue has not always received back for that particular area all the revenue it has generated.

There may be motorists in and around Toronto and Hamilton in these built-up areas, who are paying a gasoline tax for highways which is being spent in other parts of the province of Ontario. I think that is the proper policy, because it is a policy which touches all parts of the province of Ontario.

Assuming that to be true, then the highways which have been built up to the present time, are those which have been built to meet the needs of the people





and have generated the revenue. The Queen Elizabeth Way has been and is a four-lane, free highway, because it was so drastically needed, and the motorists in that vicinity use that highway, and I believe have long since paid for the Queen Elizabeth Way, and indeed, have paid for highways in other parts of the province, because it is presently carrying almost the limit of its capacity. That means that is a highway which really generates twice the revenue which was really needed to maintain it.

So that the talk of going back and making this highway a toll road, I think would be unfair, and is not logical.

We are starting now from scratch and looking to the future. I think the cost of the Toronto by-pass, as mentioned by Mr. Macnee, is terrific. There is no doubt about that. I think, with 88,000 cars per day, on this particular highway, it will pay the cost in very short order, even though they are travelled only for distances of from twenty-five to thirty miles. They will burn enough gasoline to pay for that road.

The question is, is it fair to take the Queen Elizabeth Way into an integrated highway system.

If there were 88,000 cars a day travelling from London to Toronto on a new and badly-needed road, I think there would be sufficient revenue generated by



those 88,000 cars to pay for the road. However, that figure has not been reached yet, but it may be at some time in the future. The question is whether you have 88,000 cars travelling this one general section, having a dual-lane highway from here to Toronto.

So I think we should not worry too much about the people of Ontario not being adequately serviced at the present time. There are four-lane, controlled-access highways now, and if in the future further highways are required, if necessary, they might be toll roads.

MR. MacDONALD, M.P.P.: If we are going to discuss this realistically, as we must, it must be emphasized in the Committee. I do not know whether we can get any further information from the citizens here or not, as to whether anybody wants a toll road for its own sake. It is another form of taxation.

Then the question is, what will our revenues have to be in terms of the projected roads. Will they be produced by increased gasoline taxes and registration fees?

I think the information we have is that on the basis of about five or six years, on the basis of our present license fees, and the projected increase in registrations, we will reach the level which we have anticipated as the average requirements for the next ten



years, that is, \$200 million.

It also raises the question of the weight-mile tax on commercial trucks, which is now a part of our official terms of reference.

There is danger in leaving in our minds, or in the minds of the citizenry in general, that toll roads are the only way by which we can secure the needed revenue to build this highway system. I do not think we should be led into that kind of a mental trap. Characteristically, I think that one or two people yesterday apparently go to Florida or California in the winter time, and they ride on toll roads in the United States, and they are taken with them, but they do not take into consideration the factors under which they have been built, nor the factors which apply here.

MR. AULD, M.P.P.: In 1955, we had a total debt amortized of \$443 million, plus the requirements of the next ten years, so that the revenue about which Mr. MacDonald speaks, but which may be a year or two sooner, will have to be considered.

MR. MacDONALD, M.P.P.: I have no objection to that, if you want to put it on an actuarial or accounting basis, but we are now assessing our figures and discovering that back many years earlier, we were not raising enough money, because we did not take into





account the debt each year.

Then, of course, there are the interest charges, too.

THE CHAIRMAN: In order to assess the highway system, the breakdown is quite logical.

MR. MacDONALD, M.P.P.: From an accountancy point of view.

THE CHAIRMAN: Not only that, but from a common sense point of view as well.

MR. AULD, M.P.P.: You just cannot keep on postponing the evil day, because it will catch up to us some time.

MR. MacDONALD, M.P.P.: Let us not lift common sense onto such a high plane now. We assume we have been acting with common sense ever since Confederation.

THE CHAIRMAN: It has been there, but nobody took advantage of it.

MR. AULD, M.P.P.: Without computing the interest cost, our debt, from figures we have received, was, in 1950, about \$150 million, and in five years it has gone up another \$35 million. It is increasing far faster each year.

THE CHAIRMAN: I think we must bear in mind if we are going to talk about this debt business, that in order to complete these roads as freeways within a



reasonable period of time, we will have to face the prospect of increasing the net debt, because the money will be simply taken out of the current revenue, regardless of how we juggle the figures.

We can build Highway No. 401 in ten years, but do we want to wait ten years to complete it? If we are going to attempt to complete that road in two or three years, and get the immediate benefits from it, that is, in addition to the special benefits mentioned this morning, and, in addition, the convenience of travel, and its contribution to the industrial growth of the province, the securing of additional revenues must be considered.

I think another point to be considered is the fact that it will tend to move industry out of the Toronto area, and spread it throughout the province. If we want to do that quickly, and do not want the toll method, we must add the whole amount on to the provincial debt at one time, because we cannot do it out of current revenue.

MR. MacDONALD, M.P.P.: I said that in ten years the revenue will come within \$10 million of the expenditures.

THE CHAIRMAN: I agree, but as a corollary of that, it will take ten years to complete the backlog.



MR. ROOT, M.P.P.: And more of the revenue will go for highway maintenance, so that actually we will not be catching up with the backlog. That is why I asked the question, what percentage of this revenue is going into capital construction, which does not eat into the backlog?

I am aware as one of the gentleman said, that the municipalities are paying more, and that the government should increase its contributions to the municipalities and if we can do that, it would amount to less than the cost of the backlog, and our problem is that we need enough dollars to catch up with our backlog, or increasing the municipal roads, and maintaining them.

MR. MOORE (St. Thomas): I think the problem before us is Highway No. 401, and that it should be a toll road. If it is, it should be tolled as the sections are built, and revenue will then start coming in.

If you wait until it is all completed, you will lose considerable revenue you should be gaining from the first. If you do that, it will be one-third paid for by the time it is completed.

The same thing applies to the Queen Elizabeth Way. It has been there for quite a while, and if it had been tolled, it probably would have paid for itself





by now. If you turn it into a toll road now, it is a straight tax.

But if Highway No. 401 is to be tolled, it should be tolled as each section is built, and continue on as each further section is built, and it probably then could be finished that much faster.

THE CHAIRMAN: Thank you, Mr. Moore.

MR. CHILD, M.P.P.: We must think of the whole province, as far as the public is concerned. If we are going to have modern superhighways within the next year or two, some means of raising additional revenue must be found, whether it is by toll roads, or additional taxes.

If the people want to wait ten years, they will then have the same facilities they can have now by accepting the principle of toll roads. I think, generally speaking, that is what the public is interested in now.

MR. LASKER: Is this not a voluntary form of taxation, that only the people who want to use the toll road will be paying for it?

MR. CHILD, M.P.P.: That is correct. You are paying for something you are using today, and not asking your children to pay for something you may be using twenty years from now.



THE CHAIRMAN: There are many angles to be considered. I would ask you to think about the construction of Highway No. 401 from here to Tilbury, as a toll road. We have Highway No. 3 and Highway No. 4 serving that area now. I can foresee that the fast passenger traffic would pay a toll to ride on Highway No. 401, and if you take that traffic off of Highway No. 3 and Highway No. 4, you would leave two very good highways free for commercial traffic.

I think that question would have to be studied very carefully, before you accepted the responsibility of paying for that portion of the road by paying toll. You must be certain the toll will be there. That is very flat country in the first place, and Chatham is the only major centre of population between the two.

In Ohio, they ran into this problem, and were right in the middle of it. We do not know how they have settled it. They were aware of it, and made us aware of it when we visited them.

There they built a wonderful toll road, but the paralleling state highways were quite good roads, and the trucking industry, which provides the bulk of the revenue, found these other roads had been left free for them to use, because the passenger cars had gone onto the toll roads. So, in effect, they were not



using the toll roads at all. If that should happen here, the traffic could drop off at Blenheim, and go into Chatham, or could drop off at Chatham and go into London. If the road is free, they could travel with reasonable facility, and they would perhaps be better off by using the local highways, rather than the superhighway.

That is where a feasibility report would come into play, and that question would be studied and studied very carefully, because before you can get anybody to underwrite a bond issue, the underwriters require a very thorough study to be made, because they are loaning money on the basis that the revenue it produces will be sufficient to pay the money back.

That is the question which runs in my mind, and that brings up the problem whether or not you would have to leave that section free.

MR. MORRIS: Is not the trucking industry using Highway No. 3 and Highway No. 2 now? Then could you not assume if the toll road was there, they would not use it?

MR. LASKER: I think you will find that is the situation on the Virginia Turnpike and the New York Thruway.

THE CHAIRMAN: I grant you that. But on each of these routes, there is a different situation.





Consider the Pennsylvania Turnpike. A driver would go right onto the Turnpike, and there is a state highway paralleling it, but this goes through about 40 per cent. of a mountainous area, and the Turnpike was built on an original old railroad right-of-way.

The trucks there make money by using it. After he pays his toll, he is still ahead. If you put him in a position where he will not be ahead, he will not use the toll road. It is a question of the geography and topography of the roads which are available.

MR. MacDONALD, M.P.P.: The significant thing to keep in mind there is, if there is any danger of the trucking industry not coming onto the toll road, and the toll road becomes part of another tax on automobiles, you are adding to what is already an inequitable tax which is already placed on the motorists. There is no doubt but what the motorists are paying more than their fair share of taxes now, and that tax should not be increased in any way.

MR. AULD, M.P.P.: There is one thing which has not been spoken of as yet, and of which I think many people in this country are unaware. In many cases, we compare our highways with those in the United States,



and we know roughly what we are paying to drive automobiles, but we are not concerned, as we should be, with who gets the money, but we know we are paying it.

To get back to the situation in the States; they have a Federal Aid programme there whereby the government pays 50 per cent. of the capital cost of providing highways, and also their farm-to-market roads, but there is a different situation in Canada, where there is only a limited Federal contribution. Here we have a figure that the motorist was paying from 1953, \$750 million, and only \$175 million has been spent on roads, and they are not getting anything for the balance.

MR. MacDONALD, M.P.P.: I think more should come from the Federal government.

MR. LASKER: I would like to receive some further information about the trucks which use the toll roads. I would like to hear from the gentleman sitting here (Mr. Morris) who has something to do with the trucking industry.

THE CHAIRMAN: I think the trucking industry is composed of a group of hard-headed business men. If it is profitable to do a thing, they will do it; if it is not, they will not. Of course, that is the proper position for them to take. It is a straight



business deal. From any discussions I have had with the trucking industry -- and I have had a few -- I feel they are in business on a dollar-and-cents proposition, and they are not making any contributions they do not have to make.

MR. YAREMKO, Q.C., M.P.P.: Then I think the province will have to become hard-hearted, too.

THE CHAIRMAN: We are getting that way.

MR. CHILD: I do not think anybody will say they are being over-charged. I know when I was travelling, I do not think I was over-charged for my expenses. I have heard nobody complain to any extent about it.

But what we were discussing a moment ago was the fact that certain areas might not pay for themselves on the toll principle. That also holds true in many places in the United States. They rely on toll bridges to take care of some of the cost, for instance, when you get around Buffalo way.

I think the same thing could apply to Highway No. 401, but that would be made up by the Kitchener to Toronto, and the Barrie to Toronto traffic.

I do not think we need toll roads for the sake of the road itself. I do not think that is entirely correct. Tolling is simply another means of raising





money. Since it is another taxing scheme, why not take the money out of taxes, which would mean more roads and better roads, and more grants to the municipalities. It would not be necessary to operate these by private enterprise; they could be operated by the government, and the less money you take from the Highway Minister, the more money there is to go back to the municipalities, and they will have better roads in ten years, than we have at the present time, and there will be more money available to the municipalities for these feeder roads to the superhighways.

That is only my personal opinion. Whatever we take by way of the toll system, means more money available for better roads, and the taxes would not be increased, which otherwise they might be in some form or another.

THE CHAIRMAN: Gentlemen, we have covered a fair amount of territory. We are holding another meeting this afternoon in Chatham. Are there any other comments from those present, any contributions, or any questions?

MR. MOORE: I would like to direct your attention to a little further south of us. I come from St. Thomas, on No. 3 Highway, and I am the Secretary of the No. 3 Highway Association.



I think you have a resolution from the No.3 Highway Association in opposition to toll roads. We feel that along the north shore of Lake Erie, there are too many scenic places and features to warrant a toll road.

I believe that all the business which would go to the toll roads, now goes along the shore. These people want to go through southern Ontario, and they might take a tank of gasoline at Buffalo, and the next time would be in Detroit. They are the people which would necessarily use the toll road.

The traffic on Highway No. 3, it seems to me, does away with necessity for a toll road.

We do feel -- and we would like to have it recorded on behalf of the municipality of St. Thomas and the No. 3 Highway Association -- that we are representing a certain area of this province in our Association, and we do not think that a toll road is necessary, and we feel that tourists would not use it, because they would not care so much about going right through.

The people, of course, would like to touch these beauty spots along Lake Erie, upon which our people have spent a great deal of money.

I wanted to bring this before you in a few words, and not take up too much of your time.



I make this objection at this time.

THE CHAIRMAN: Thank you, Mr. Moore.

MR. ROOT, M.P.P.: I wonder if I could ask Mr. Moore a question?

THE CHAIRMAN: Certainly, Mr. Root.

MR. ROOT, M.P.P.: Is your Association satisfied to have the heavy transport trucks operating over Highway No. 3?

MR. MOORE: The only feature in regard to running over Highway No. 3, is the fact that Highway No. 3 should be made a three-lane highway.

In the condition it is in this summer, it has spoiled a great deal of the tourist traffic, and we think it is about housecleaning time, and when the housecleaning is over, we will all gain by it. We hope that all the highways will be in such condition that they can be used to advantage. If a highway like that is made, that is, three-lane highway, then the truck traffic will be able to use it.

MR. YAREMKO, Q.C., M.P.P.: Because we are interested in toll roads, I would like to ask Mr. Moore if he would not be opposed to any new road, whether free or tolled, going from Fort Erie to Windsor.

MR. MOORE: No, we are only in opposition to the toll road, due to the fact that, in view of the





fact that entranees are so placed, it will not enable the people to use the road as a scenic road.

Now, they are only interested in going from Detroit to New York in the fastest possible time.

MR. ROOT, M.P.P.: You want to slow them down, and have them look at the country?

MR. MOORE: I believe in the tourist values. Even with a toll road, we feel that they will skirt the population centres and the industrial cities, and will not be enabled to see them.

There are many advantages on No. 3 Highway, and we would like them to be able to take advantage of them.

MR. CHILD, M.P.P.: Mr. Moore, in the Hamilton area, we are interested in a by-pass to take the people out of our city, and relieve the congestion. That is in direct contradiction to the thinking of your Association?

MR. MOORE: No. I believe if a toll road was built, it would have to by-pass St. Thomas, which is congested now to a point that we do not know just what to do with it. We will have to do something very shortly. In skirting these communities, it would be to the extent that you lose sight of St. Thomas entirely.



MR. CHILD, M.P.P.: Your objection to a toll road would be that it would be too close to the shore of Lake Erie? That would not apply to Highway No. 401.

MR. MOORE: No. I am not speaking of Highway No. 401 at all, but I am speaking of a toll road in opposition to No. 3 Highway, taking the shortest route from Fort Erie to Windsor.

MR. CHILD, M.P.P.: What types of industry are included in your Association?

MR. MOORE: Business men, the Chambers of Commerce, Boards of Trade, and so forth. We represent about 1,100 business men.

THE CHAIRMAN: Is there anything further, gentlemen?

If not, may I express on behalf of the Committee our thanks to you for taking time to come here this morning and giving us your opinions and ideas.

We will carefully consider the suggestions you have left with us, and we hope we have left a few ideas with you.

If there is nothing further, this meeting stands adjourned.

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---Whereupon at 12:25 o'clock p.m., the further proceedings of this meeting adjourned, to reconvene at 3:30 o'clock this afternoon in the city of Chatham, Ontario.

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P R O C E E D I N G S

of the

SELECT COMMITTEE APPOINTED BY THE LEGISLATURE  
OF THE PROVINCE OF ONTARIO, TO ENQUIRE INTO AND  
REPORT UPON MATTERS IN CONNECTION WITH TOLL ROADS  
IN THE PROVINCE.

Mr. J. P. Robarts, Q.C., Chairman.

Mr. D. J. Collins, Secretary.

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VOLUME XXIV

Thursday, September 13th, 1956,

CHATHAM, Ont.

(Afternoon sitting)

- - - -

R. C. Sturgeon,  
Official Reporter,  
Parliament Buildings,  
Toronto, Ont.





A F T E R N O O N   S E S S I O N

Chatham, Ontario  
Thursday, September 13, 1956  
3.30 o'clock p.m.

- - - - -

The further proceedings of this Committee  
reconvened pursuant to adjournment.

Mr. J. P. Robarts, Q.C., Chairman,  
Presiding.

P R E S E N T :

Messrs. Root,  
Sandercock,  
Child,  
Mackenzie,  
Auld,  
Yaremko, Q.C.,  
MacDonald.

Mr. D. J. Collins, Secretary.

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A P P E A R A N C E S :

Mr. W. Q. Macnee,      Traffic Engineer,  
Ontario Department  
of Highways.

His Worship A. E. Stirling, Mayor, City of  
Chatham.

Mr. Lloyd Grimbridge,      City Treasurer,  
City of Chatham.

Mr. Gordon Coutts,      Warden of Kent County.



Dr. J. R. McPherson,	Reeve of Highgate.
Mr. F. A. Morden,	Reeve of Orford.
Mr. W. Horn,	Reeve of Ridgetown.
Mr. L. Kerr,	Harwick, Kent County.
Mr. Morris Abraham,	County Clerk, Kent County.
Mr. James A. Dillon,	Raleigh.
Mr. W. D. Colby,	County Engineer, Kent County.
Mr. J. F. Fletcher,	Past President, Chatham.
Mr. Martin Burgess,	Ex-Reeve,
Mrs. Oulette,	of the Federation of Agriculture.
Mr. G. W. Parry, M.P.P.	(Kent West)

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MR. PARRY, M.P.P.: Gentlemen, there was some confusion about the time. As you now know, we are on Standard time in Chatham, and I think that is where the confusion arose. The meeting was advertised for half past three, but we have a representative group here representing a good portion of the county.

If it would be in order, I think I should introduce the group to the audience here. I will start with the Chairman, Mr. John Robarts, Q.C., from



London, and then going to the extreme end, is Mr. James Auld, from Leeds, Mr. Sandercock, from Hastings, Mr. MacDonald, from York South, Mr. Macnee, Traffic Engineer of the Department of Highways of Ontario, the Secretary, Mr. Collins, and our faithful reporter, who takes everything down we say in the House.

Then from the other end, is Mr. Arthur Child, from Wentworth, "Lex" Mackenzie, from York North, John Root, from Wellington-Dufferin, and I am George Parry, a dirt farmer from Dover.

His Worship the Mayor is here, and he has another meeting, and I think would like to say a word at this particular time.

I regret that I omitted to mention among the members present, Mr. John Yaremko, Q.C., from Bellwoods, the gentleman who defeated Mr. McLeod. I also see the ex-Warden of Kent County now coming in.

I would ask Mayor Stirling to say just a few words, because he has a meeting of the Police Commission at 4:00 o'clock.

HIS WORSHIP MAYOR STIRLING (Chatham): Mr. Chairman and gentlemen, it is a pleasure to welcome you on behalf of the City.

As far as toll roads are concerned, the Council has not given me any information; in fact, we





have not taken it up with the Council, to determine whether they are in favour of the toll roads or not.

For myself, I have not travelled on any toll roads. I have travelled throughout the United States, and the Canadian northwest, but have not been on a toll road. Going the other way, I generally have gone on the train, and I am like Mr. Parry who does not know too much about it. But Mr. Grimbridge, the Treasurer, is here. He has travelled on toll roads, and I would like to hear from him.

MR. GRIMBRIDGE: Mr. Chairman and gentlemen, I cannot add much to what His Worship has said. I can not give the feeling of Council, because we have never discussed it. I can only give you my personal view. I suppose one is inclined to speak as he thinks. If I drive in the United States, and there happens to be a toll road heading in the general direction of where I want to go, I will go out of my way to find it, because I find the driving is much more pleasant and more relaxing in every way, without having to worry about stop lights, intersections, and so on. I think it is well worth one cent or one-and-one-quarter cents per mile for the privilege of using a toll road.

THE CHAIRMAN: Thank you, gentlemen. It is a great pleasure for us to be here.



Perhaps the course we might follow, if it meets with your approval, is that I will give you some indication of what the Committee is, what we have done to date, and then we might have any submissions you would care to make concerning this problem. We would also be more than happy to answer, to the best of our ability, any questions you may have concerning the work of the Committee on toll roads generally, and we will attempt to get in what I choose to call a "general debate" on it.

We have two functions; one is that we are looking for information from you as to what your thinking is, and, secondly, we are endeavouring to pass out a little information, with a view of perhaps crystalizing public opinion on this problem, so that we may get some light as to what the people at the municipal level of government are thinking in regard to this problem.

The Committee was established originally in March, 1955. We held two meetings only, before the Legislature was dissolved, and then we had a general election, a year ago last June, and the Committee was re-constituted in its present form on September 8th, 1955; that is just a year ago now.

We brought in an interim report to the





Legislature last March, and that is contained in this little green volume I have in my hand at the present time.

Briefly, we have all Parties represented on the Committee, and our job is simply fact-finding, and to bring in recommendations, which we offer to the Legislature in the hope, of course, that they will be accepted. They may be accepted, or they may be disregarded.

This particular interim report was submitted to and accepted by the Legislature, and we asked for leave to be re-constituted, to carry on our work for another year.

Between September and December of last year, we did a great deal of travelling in the United States, looking at toll roads presently in operation. We travelled on and discussed toll roads with the New York Thruway Authority, which operates a toll road running from Buffalo to New York City.

We were on the Pennsylvania Turnpike, the Garden State Parkway in New Jersey, and the New Jersey Turnpike, and those were the trips which we made prior to this report being submitted.

This spring, we went to Ohio to look at a new turnpike or toll road which has been opened there,





and we had a very interesting session with them, because their toll road is perhaps not as successful as some of the others, and naturally, when you are investigating a thing like this, you want to see and hear all sides of the situation.

We also have spent a great deal of time with various financial men. We had a meeting with some investment bankers in New York City, who have underwritten most of the toll roads and toll bridges in the United States, and we went into the financing very, very carefully.

Then we held I do not know how many public meetings, but we sat in Toronto for a good many days, and received briefs from any and all organizations which wished to appear before us.

We sent out invitations to, I suppose, 150 or so different organizations, including all the local municipalities, and we received some very interesting briefs, indeed.

As a result of those meetings, and the investigations we made, we came to certain conclusions which perhaps I could deal with at this time.

We found that the general over-all picture leading to the establishment of toll roads in the United States contained five common characteristics, firstly,



the government of the State did not feel it was in the public interest to increase motor vehicle taxation sufficiently in order to obtain the necessary revenues to build these very high-cost roads.

Secondly, we found in most places a very large percentage of out-of-state or out-of-province traffic, which was using the roads of the jurisdiction and contributing nothing to their cost or maintenance. They would fill their gas tanks outside the state on one side, and drive through the state, and out the opposite end, and pay nothing for the privilege of operating on these roads.

Thirdly, we found generally a very large backlog of highway construction in many cases, as a result of the war, and the tremendous increase in motor vehicle registrations, and the use of motor vehicles generally in our economy, in our "way of life", as it is called.

Fourthly, there was a great demand from local municipalities, to give towns and townships and cities assistance in looking after their own traffic problems within the municipality, and, of course, you can only spend a dollar once and if it is spent in the city, it cannot be spent on a particular highway linking the various centres of population.





Finally, we found in some jurisdictions in the States the diversion of the tax money raised from motor vehicle registrations and the gasoline tax. That is not true in the province of Ontario.

We did find in some jurisdictions that money coming from the motorists or the gasoline tax, was being diverted to schools and other things which may be considered to have a greater political appeal.

We had our Treasury people do a very complete analysis of our own tax money in this province, and I think the figures arrived at over a long period of time showed about 69 per cent., that is, the motorists' revenue of this province, contributed on an average of 69 per cent. of the amount actually spent on highways. So we do not have that particular situation in Ontario.

We reached certain conclusions, about which I might tell you, and then I will read to you the recommendations we made.

Firstly, we found there was no inherent engineering and traffic-control advantage in a toll road; in other words, a toll road is simply another method of raising money -- another form of taxation. A toll road is not necessarily a better road than any other kind of a road. You can build a free road as good as a toll road any day, but this is just another method of





financing highway construction.

Secondly, we found that toll financing is an expedient which can be used to permit the construction of the whole project at the one time.

That was true in regard to the New York Thruway, where they issued \$400 million worth of bonds, all in one bite, and they built the entire road in two and one-half years. If the road had been built piece-meal, out of current taxes, it would probably have taken twenty or twenty-five years to build it, because you would not have had the necessary amount of money available at one time.

So, when you take it on and build the whole thing at once, a toll method enables that to be done.

Fourthly, we came to the conclusion that where you do build under this method, your toll road should be tied in with your general highway system. In other words, you have to consider all of the other roads in the province when planning where a toll road is to go. You cannot do that by building a road from "A" to "B" regardless of what other roads lead into "A" from other directions.

Then we came to the conclusion -- and this leads me into another point -- that this whole motor vehicle problem is so dynamic that the problem of the



motor vehicle tax must be reviewed continuously. We cannot stand still and accept any system as the best, because what is good in one year, might not be effective in the years to come, because of the tremendous increase in the number of motor vehicles and the uses to which they are put, and the actual changes in the characteristics of the motor vehicles themselves.

Now we are on the question of the "weight-mile tax" with which I will deal in a moment.

We got into the "weight-mile tax" because we were discussing highway financing in regard to toll roads, which we considered to be simply another means of taxation, and the hon. Prime Minister asked us to include in our study the question of the weight-mile tax, which is a tax on vehicles based on two factors: (a) the weight of the vehicle, and, (b) the number of miles it travels in a given period of time, the theory being that the weight of the vehicle determines the quality of the road which must be built to carry that vehicle, and the number of miles it travels influences the weight and type of road necessary to carry the vehicle, and it is, in theory at least, the most equitable method which can be devised for vehicular traffic.

However, we have an open mind on it. We had only one session in regard to the weight-mile tax. We





had a lady from New York State, who came to Toronto and gave us a day of her time and explained the workings of the weight-mile tax in the State of New York.

I do not know whether you will have any ideas on that subject or not; if you have, we would be glad to hear about them, because we are more or less ignorant ourselves in regard to this matter, and we will have to do a great deal of research between now and the first of January, 1957, in order to bring in some conclusions, so far as that tax is concerned.

Incidentally, due to the mix up in time, we started this meeting on time, which is the first occasion we have ever done that, so I think if we had more mix-ups in the times, our deliberations might be conducted a little more efficiently.

I would like to go over some of our conclusions. There are five general observations we made concerning the question of toll roads. They are as follows:

"1. The Government of the State did not feel that it was in the public interest to increase motor vehicle taxation sufficiently to obtain the necessary revenue to build urgently required controlled access expressway or high cost bridge facilities. Practical economics and the belief that the motor vehicle user should not be assessed beyond





"a fair tax burden was construed to mean that the construction of high cost projects was not sufficiently in the general public interest to deserve a levy on all motor vehicle owners and operators whether users of the facility or not."

Number 2 reads:

"Out-of state traffic would constitute a high percentage of the motor vehicles which would use the highway or bridge to be constructed. This is in most cases caused by motor vehicle traffic passing from one major centre to another and not originating or terminating in the state responsible for such road construction. In this case, out-of-state vehicles could travel over the roads and highways without contributing any tax revenue for the construction and maintenance of roads."

These states lie between heavy industrial centres, and a load may be picked up in one state and delivered in another state, the vehicle simply passing through a certain state or states.

The tax has been applied very effectively to make the vehicles pay their way.

Number 3 reads as follows:

"A great backlog of highway construction



"remained, even after motor vehicle revenues were utilized for construction and maintenance of the highway system. This backlog was usually revealed by investigation conducted to discover the inadequacies of highways, and predictions of future highway requirements. Highway demands continue to increase to such a degree that construction could not keep pace without resort to some new method of financing which would permit an accelerated highway program."

The automobile has certainly come into its own to such an extent that it is extremely difficult to keep up with it in planning roads on which all cars may travel.

Number 4, reads:

"County and town demands for increased road construction to maintain and improve transportation arteries have precluded concentrated expressway building programs. This means in effect that highway revenues are not great enough to provide sufficient sums for significant divided controlled access construction, and for subsidization of rural and urban service roads at the same time."

We found another characteristic and that was an increasing demand from local municipalities, cities,



towns, villages and townships, for state or provincial aid for their local road problems. I think that is applicable to the problems facing this Committee.

Many of our cities are not planned to carry the traffic they are being forced to carry at the present time, and they need, want and require more and more assistance in building various types of new roads in their local jurisdictions.

Of course, we can only spend one dollar once, and if it is spent in a municipality, it cannot be spent on a connecting link.

Observation Number 5, reads as follows:

"In a few jurisdictions there is evidence that highway revenues were in part diverted to other state programs considered more deserving. In the main, such expenditures were directed to education and welfare and not used to maintain an adequate highway system."

In other words, the money raised from the gasoline tax and registration fees is diverted from highways into what might be called a "more political field of expenditure", such as welfare, health, taxes and so on. We ran into that situation, and we asked our Treasury people in Toronto to make a study of our own situation in the Province, and we are happy to report





that is not the case in this province.

Out of every dollar spent on highways, 65.5 cents comes from the gasoline tax and registration fees, and the other 34.5 cents comes from the general revenue of the Province.

So there is no basis for the report that any vehicle taxes are being diverted for any use other than for roads in this Province.

Then we came to certain conclusions ourselves, concerning toll roads as such.

The first one was:

"There is no inherent engineering or traffic control advantage in toll expressways over free roads, such as No. 400, built out of tax revenue and provincial credit."

You can build as good a free road as a toll road. Our Highway No. 400, running north from Toronto to Barrie, will compare favourably with any toll road built in the United States.

Conclusion Number 2, reads:

"Toll financing is an expedient to enable the state to build high cost expressways and bridge projects quickly on a user pay system, when revenues are below expenditures. The alternative would be an indefinite postponement or, at



"the best, piecemeal construction on funds available out of current revenue."

It is hardly fair to say it is an additional form of taxation, although it might be so considered, but it is another method of financing the construction of highways.

Thirdly, we came to the conclusion that:

"The toll method of financing permits the construction of a complete system early and thereby increases the economic effect of a major traffic artery in the jurisdiction, actually encouraging industry and providing a stimulus to the economy without increasing taxes on the general citizenry. The direct and indirect economic benefits may in fact offset much of the expense of construction of the toll facility within a very short time. The construction of the expressway benefits the entire community as well as the special group which makes direct use of the road. Savings in time of travel, vehicle wear, and accident damage are startling when calculated on a money value basis for each user."

We had in mind there that for financing the toll roads, if bonds were issued, or an arrangement for the issuance of securities, the road could be built all



at once.

For instance, the New York Thruway is some 400 miles in length and it was built in  $2\frac{1}{2}$  years. They issued \$450 million worth of bonds -- I may be out \$10 million or \$12 million, one way or the other -- but they issued bonds for the complete construction of the road.

If they had waited to collect the money each year and build the portion they could then build, it might have taken 15 or 20 years to build the road, but with the method that was adopted, it only took them  $2\frac{1}{2}$  years.

That is one advantage in using the toll method of financing highway construction.

Then we came to another conclusion, which is as follows:

"Where the toll method of financing is instituted, such roads should be planned and constructed to form an integrated part of the entire highway network. Toll projects should be designed to ensure that their use will produce the maximum benefit for all citizens of the jurisdiction. This requires that toll facilities be under Government (Provincial) control, and administered through a separate Provincial Board reporting to the





"Minister of Highways. It is the proper responsibility of the Government to plan the construction of highways and assist in the construction of improved municipal roads. This is true even when the toll method of finance is required, for the planning engineers should not allow toll facilities to obscure inadequate development of the remaining parts of the highway network. Controlled access express-highways may, in fact, place an added strain on certain sections of the present road system unless interchanges and secondary roads are designed to siphon off, without congestion, the induced traffic flows."

With respect to this method of construction, if it is used, it is necessary that your toll system, when it is built, should be integrated with the entire highways system.

You cannot build a road from "A" to "B" -- even a controlled-access road -- and toll that road without consideration where you are going, and what you are going to do with the other roads entering "B", and what roads must take the traffic away at the end of the toll road.

The entire toll system must be integrated into a provincial highway system.



Then our conclusion Number 5, reads as follows:

"The ever changing aspects of the motor vehicle tax system must be studied and revised whenever circumstances merit. New fuels and more efficient vehicles able to operate with greater loads, can complicate a tax system based on gasoline gallonage. In fact, the transportation field is a dynamic one, with constant technological improvements and developments. The taxation system and the highway construction program should keep pace with new developments and not attempt to impede progress by unnecessary restrictions. These restrictions are in part caused by insufficient amounts of money available to the construction engineer to build roads to high enough standards to accommodate all vehicles regardless of weight. Weight loads which can be moved economically by motor transport have sharply increased in the last few years. Secondary roads, because of their lighter construction, suffer most from heavy transportation movements. This requires a new approach in the classification of roads and streets. The construction of each road limits the type of vehicles it can carry without undue deterioration.



"Secondary considerations, such as heavy traffic in residential areas, must also be considered."

There has been no formula devised which meets every situation, and we feel the Government must continue to study this particular type of taxation, in order to keep "on top of the job".

Then it is obvious to all of us that with an increase in the number of automobiles on the road, and the increase in the mileage these automobiles are travelling per year, the mileage being so terrific, the planning is extremely difficulty.

You can build a road from any place to any place, and inside of three months or so, it will be operating to capacity.

That is particularly true in certain areas, but perhaps not true throughout the length and breadth of the Province, of course.

We found out that a toll road was more expensive. There are several reasons for that. The collection facilities cost additional money; secondly, you need a greater control of access to that road, which means you must either go over or under some roads, and the underpass and overpass structures are extremely expensive, therefore, if you are going to build a toll facility, it will be a much more expensive road.





We also concluded that our present system of road taxation is not producing sufficient revenue to give us the roads we require, and that leads us to the nub of the whole problem -- we need more money. From where will that money come?

At the risk of over-simplifying a really complex problem, that is really the heart of what we are trying to do, and the answer we are trying to obtain but we came to the conclusion that before any such roads are built, we should have a complete feasibility report made by a group of experts and impartial engineers, who can tell us whether the revenue we might expect would be sufficient and feasible to finance the cost of whatever road we are going to build.

Finally we came to the conclusion that the Federal Government might step in and share some portion of our very great highway requirements.

We had three reasons for coming to that conclusion. Firstly, we feel the highways are a "natural" in their impact. In other words, they provide a first-class means of communication by trucks in the Province of Ontario, as it affects the Canadian economy, and not only the economy of the Province of Ontario.

Secondly, we feel they will serve a great need in the matter of national defence. We must have



fast means of communications, perhaps not so much to defend our own country from actual invasion, but in order that we can produce the necessary materials of war in the event that such a thing should happen.

Thirdly, our studies showed that the Federal Government really takes a great deal of money from the automobile users and returns very little in the form of aid for highways.

Very few people realize that every time they buy a gallon of gas, they pay approximately 1.8 cents to the Federal Government by way of tax. It is called a "sales tax", but it is a tax you pay on every gallon of gas.

The only thing which has come back in this province is the Federal Government's contribution to the Trans-Canada Highway, and while we are quite in favour Trans-Canada Highway, it is a highway which only relieves in part the immense traffic problem which exists in other areas of the province than that in which the Trans-Canada Highway is built.

Those are our conclusions concerning toll roads.

I will now mention the recommendations we made to the Legislature, and which were accepted.

The first was:



"That the Legislature accept the principle of a toll method as a practical system of financing the construction and maintenance of multilane controlled access highways and urban expressways and special high cost structures, such as bridges, causeways and tunnels."

We recommended the acceptance of the principle. We did not say where the principle might be applied. That is the job we are attempting to do at the present time, that is, to find out where the principle can be applied, but we do feel the principle is sound.

The second recommendation is as follows:

"That the feasibility of each project be considered through an impartial study by experts of detailed data on actual and predicted traffic volumes, and construction costs. A calculation should also be made of the contribution to the economic development of the province generally and the social advantages to all our citizens."

Thirdly, we recommended:

"That consideration be given to the basic contribution of each project to the Province generally and that the possibility of a portion only of the capital cost of any project being financed and amortized through the imposition of a toll be considered."





Our reasoning there was that many of the roads make a basic contribution to the province, and perhaps it would not be fair to tax the users for the full cost.

Secondly, those who wanted to use what might be considered the "premium type of road" should be willing to pay at least a portion of the cost, which constitutes a premium.

Fourthly, we recommended:

"That any facility which is subject to a toll charge shall become free when the payment of the facility has been completed, including the government contribution."

That simply agrees with our thinking that tolling is just another method of paying for construction. I do not think anybody will quarrel with that the best road is a free road, but if you need a toll in order to build it sooner, just the minute it is paid for it should become free.

Fifthly, we recommended:

"That no consideration be given to the construction, operation and maintenance of toll roads in the Province by private companies."

We had a group approach us which was interested in building a toll road. They said they



would finance it, build it and operate it and maintain it, and they would operate it until it was paid for, and then turn it back to the Province.

But then on investigation we found they wanted to use the Province's power of expropriation to acquire the rights-of-way, and wanted the full provincial guarantee on the bonds they might issue. Of course, if the Province contributed those things, we might as well go ahead and do it ourselves. So we feel this should not be left in the hands of private enterprise, but in the hands of the government of the day.

And finally, we recommended:

"That a Commission or Board be established as the authority to conduct the necessary investigation outlined above and to administer any toll facilities established in the Province, such Commission or Board to report to the Minister of Highways."

There is the picture as we see it. I realize that is a great deal of talk in a very short time, but perhaps it will help you to understand our position, and why we are here today.

I think now we might leave the meeting open for any submissions or any questions any of you might



like to ask.

MR. PARRY, M.P.P.: Ladies and gentlemen, I hope you will feel free to ask questions here. That is what this meeting is for. They are making a survey of this part of the county. Of course, we have not too many roads which would be suitable for tolling, perhaps only amounting to 35 or 40 miles.

THE CHAIRMAN: We are thinking perhaps in terms of the possibility of this new highway No. 401 being tolled. We are in this position. There is a 27-mile stretch between Windsor and Tilbury, completed, and a 34-mile stretch south of London, by-passing London, Ingersol and Woodstock; the by-pass around Toronto is completed, but at the present time we cannot get any positive indication as to when these portions which have been built will be linked up.

We ran into this in the Kitchener area, because the Kitchener people are anxious to get a faster route into Toronto.

We have reached no conclusion on the matter, but we are interested in securing your opinion as to whether the citizens of this area would be prepared to pay a toll if they could get a road built faster than otherwise.

At the present time, we have no indication as





to when the Tilbury and London links will be joined, and that is the link with which you are concerned if you are to receive any value or benefit from it.

MR. AULD: It might be interesting to note that the proposed length of the Windsor-Quebec border road is about 620 miles, of which something like 90 miles is completed, or in process of being completed, in spots here and there, mostly by-passing the larger cities.

The information we have gathered in regard to the traffic requirements for toll roads, as a rough rule of thumb, is that you need about 5,000 vehicles a day to make it pay for itself completely. That indicates that it will be a long time before a road in addition to Highway No. 401 will be required throughout the width of the southern part of Ontario.

So, naturally, the question arises, as the Chairman has pointed out, as to whether or not it would be feasible to complete Highway No. 401 in a short length of time and make it a toll road.

We have been informed -- and it is obvious -- that when Highway No. 401 is completed between Windsor and Toronto, it will be some time before another such road from Windsor to Toronto will be required, and if Highway 401 is free, it would be a much longer time because people will stand for more congestion on Highway



No. 401, which will be a high-standard road, rather than driving on a road the same standard where they have to pay.

Our Committee only had the opportunity of dealing with general principles, and now we are down to the basic fact as to where toll roads might be feasible in the Province.

MR. PARRY, M.P.P.: I would like to ask a question, if it is in order.

THE CHAIRMAN: Certain, Mr. Parry, go right ahead.

MR. PARRY, M.P.P.: No doubt you have made some investigation of toll roads in the United States. Can you give us any figures as to the cost of administration, that is, the collecting of the tolls on normal roads? Have you any idea what the cost of administration would be?

MR. AULD: I think it varies. It depends on the amount of traffic. The toll-collection cost on any given road is pretty well fixed every year, but it has varied in roads we have seen from a low of around 3%, to a high of 7% or 7.5%. A great deal would depend on whether a road was designed for toll collection. There is a difference there.

If you are building a road with off-road toll



collection facilities, you would build a different kind of clover leaf. If you are considering a clover leaf to collect the toll, you would have half on the toll road and the other half off of it.

In Pennsylvania, they started out with parts free, and there are places where you travel free and others upon which you have to pay a toll.

MR. COUTTS: Between Tilbury and Windsor, you would have to eliminate certain places, such as, Joachim road, and where would the next access be? At Chatham?

THE CHAIRMAN: It can be done by simply erecting barriers, and you can get onto the road for nothing and then you have to pass through a barrier, and pay a certain amount. That would prevent a man getting on and off, and going past the barrier, and then getting back onto the highway again. Some of the roads in the States were faced with that difficulty. But they have found that most of the people want to go quickly from "A" to "B", and they will go through the barrier rather than get off the road, go around the barrier and back on again.

Other roads have been designed as toll roads from the beginning, so that every access has a toll-collection facility, so you cannot get onto it without





paying.

MR. AULD: And some places are 20 miles apart.

MR. COUTTS: Some toll roads you get on, and pay when you get off.

THE CHAIRMAN: Yes, they punch a ticket when you get on. That is the type which has a booth at every access.

MR. COUTTS: There would not be too many accesses to it?

THE CHAIRMAN: They average about every 15 or 16 miles of road, which are planned from its inception as a toll road.

The difficulty here is that we have a road planned and partially built which is not designed as a toll road. I refer again to Highway No. 401. The portions which are now built, when they were planned, were not planned as toll roads.

I think perhaps there a barrier system would work.

MR. ABRAHAM: In the event of Highway No. 401 being made a toll road -- have you come to any conclusion on that?

THE CHAIRMAN: No, we have not, Mr. Abraham.

MR. AULD: That would depend on whether it was completely self-liquidating, or whether a portion of the



cost was met out of direct revenues. That is the basis of one of the recommendations in the interim report.

THE CHAIRMAN: That would require a very close study of the traffic which might be expected to use it and pay toll.

MR. ABRAHAM: When the road is paid for, you said it will be turned back as a free road?

MR. MacDONALD: Is it not true that in the United States the average terms of the bonds are 40 years?

Naturally, they may be able to pay it off in a shorter period of time, but on many of the American turnpikes the 40-year period is the time anticipated for paying off the bonds.

MR. ABRAHAM: In the meantime, is the maintenance of the road charged against tolls?

THE CHAIRMAN: Yes.

MR. ABRAHAM: It would have to be built again in 40 years.

THE CHAIRMAN: Not the way they build them.

MR. AULD: There was one State where the cost was guaranteed by the State, if the tolls were not sufficient. That was so they could sell the bonds, because their feasibility survey showed their expected



revenue would be close to the expected expenditure.

THE CHAIRMAN: I think in regard to the New Jersey Turnpike, the maintenance is paid entirely from the concessions along the road. That is, the gasoline concession and the eating concession.

They rent out the space, and I think they told us their maintenance was pretty well met from that source, and the tolls themselves were applied to the reduction of the bonded indebtedness.

MR. COUTTS: What I was wondering about Highway 401 being a toll road, was that Highway No. 401 is really a nice road, and will take most any load. If you made a toll road of it, and our trucks which carry 25 or 30 tons -- would they use the toll road or use No. 2 which is already built?

Would there be any way of forcing them to use the toll road?

MR. CHILD: There might be load restrictions, and you might reduce the load for a two-lane highway, and increase it for the four-lane. They might have to go with three-quarters of a load on the old, two-lane highways.

MR. AULD: As far as the toll road is concerned, I think the experience of the States has shown that passenger cars use it as a matter of





convenience, and the commercial vehicles only use it if they can save money.

In Ohio, and one or two other States, they start with a higher axle load limit, but in Pennsylvania where the country is very hilly there is a very great saving in time and gasoline.

Pennsylvania has the highest toll, because they charge all the traffic will bear.

In New York State we were told of one trucker in Albany who saved the cost of his tolls by his reduced insurance premiums, because of a lower accident record, and the other savings from gas, oil, and tires was extra profit for him.

But in Ohio, all the passenger cars went on the toll road, and the other was left open for the trucks, and they felt the tolls were too high, and they are using the free roads.

Generally speaking, it is the commercial traffic which pays the greater amount.

MR. ABRAHAM: Is there any way of determining what percentage of the traffic from this highway is classed as "local", and that which is classed as "through traffic"?

MR. AULD: I think they told us in New York that only 5% of the traffic got on at one end and got



off at the other end without stopping.

But they had no way of telling how many people were going from New York to Syracuse, for instance, and stopping for an hour or two, and then getting back on and going through.

I think there the average trip was estimated to be about 50 miles.

MR. YAREMKO, Q.C.: Does not the problem face us because our revenues are not producing the highways we need? Then assuming that we will have the increased registrations, and an increased gasoline tax, the shortage will still continue.

I think the citizens of the Province will have to simply decide, and indicate by expressing their opinions as to whether they would be willing to carry on as we are presently doing, that is, building highways such as Highway No. 401 in piecemeal stretches, or whether they will accept the principle of paying a toll to have the highway built in the near future.

I think the people along Highway No. 401, and who reside in the area along a stretch of it, and at the ends of it, would reach the conclusion in their own minds that they would be prepared to pay a toll to travel from here to Windsor, or from here to London, or from here to Toronto, more rapidly in the foreseeable



future, rather than wait years for that stretch of road to be built out of the revenues as they are being obtained today.

We have heard in the course of our meetings -- and we have heard here this afternoon -- "If I could get from here to there on a through route, a four-lane controlled-access highway, I would be only too happy to pay the toll to do that".

The question is, how many of the citizens of the Province of Ontario would be willing in the areas where it is practical and necessary to have a toll in order to be able to get from "A" to "B", in the near future, instead of having to wait 10 years.

That is the question which I think many of the citizens should decide in their own minds.

THE CHAIRMAN: It boils down to what the road situation is in this area. If you are properly served by roads now, it will have a great deal of bearing on your conclusions. Some areas require more roads faster; others are rather reasonably served with the through highways, which presently exist.

MR. CHILD: There is one point in which these municipal representatives would be interested, regarding reduced traffic. Wherever the super highways go, industry follows, and if my memory serves me correctly,





in regard to the New York Thruway, when it was built, they found in a year they attracted \$150 million worth of industry. From the point of view of industrial assessment, that is a point well worth considering.

If money was available to build the highway in the next year, it is reasonable to assume there would be industry along certain parts of it within a year or two following the construction, which would be of benefit to the municipalities.

On the other hand, if we have to take it out of general revenue, it might be 8 or 9 years before that could be built, and the municipalities would not have the benefit for perhaps 10 years.

The taxes are tied in with the construction, and I think those things are well worth considering.

That is true on the Queen Elizabeth Way between Hamilton and Toronto, so that people in the townships through which Highway No. 401 would be going, would ultimately benefit by Highway No. 401, from an assessment point of view. In short, you would be able with the increased assessment and resulting taxes, you might even be able to reduce the rate.

MR. KERR: I think most of the people here would like to figure out in their own minds as to what the probable toll charges would be, as a basis for our



coming to some conclusion.

MR. CHILD: Our information is that for cars, it runs anywhere from 1 cent to  $1\frac{1}{4}$  cents, and perhaps up to  $1\frac{1}{2}$  cents per mile. In the United States, it runs up to 8 cents on the Pennsylvania Turnpike, which is the highest of any of the turnpikes or toll roads.

So it fluctuates, depending on the size of the vehicle and the weight. They have eight or nine scales for various types of vehicles, all the way from light trucks to the heavy stake trucks, heavy transports, diesels, and passenger cars.

The passenger cars run from  $1\frac{1}{4}$  cents to perhaps  $1\frac{1}{2}$  cents.

MR. PARRY, M.P.P.: Around  $1\frac{1}{4}$  cents?

MR. CHILD:  $1\frac{1}{4}$  cents per mile.

MR. AULD: It was figured the toll could completely pay the cost of the road?

MR. CHILD: That is right. If it were a matter of collecting additional taxes to build more roads, and it was not figured on amortizing the complete cost of the highway, at the same time bringing in additional revenue, it is possible that a figure of  $\frac{3}{4}$  of a cent, or even  $\frac{1}{2}$  a cent, would bring in enough extra revenue to pay for the present highway, but you would have to continue it for a longer period of time,



until the road was actually paid for.

MR. KERR: What is the average expectancy of an American toll road, as to when it will be paid for?

THE CHAIRMAN: Most of the financing is set up on a 40-year basis, but on some of them it is running as much as 6 or 7 years ahead.

In other words, when they set up a toll, and issue bonds, computing the revenue, they find it is greater than they anticipated, and they start catching up by a few years. However, the majority of them are figured on an estimate of 40 years.

MR. KERR: May I say a word or two to the meeting?

THE CHAIRMAN: Certain, Mr. Kerr.

MR. KERR: Mr. Parry said I am a farmer. That is my business. My hobby, however, is economics, and I am what they call a "barn yard economist", and have been very much interested in toll roads since I first heard about them.

There are a great many points which cropped up this afternoon and a number of points have been cleared up, which were in our minds, but upon which we were not clear.

Since I first heard about toll roads, I have been trying to think what the effect and economic impact





would be on our own locality, our province, and our country.

One of the first methods of approaching the problem, in my thinking, would be to figure out how it would affect my own driving.

As a farmer, on some occasions, I have to make business trips. In fact, some years, when the crops are ripe -- about which we are not too sure at the present time -- we go south for a short period. That is one of the interesting things to figure, as to where we will go in the south. It is a distance of about 1,700 miles. It would seem to be rather logical that there are toll roads built through to southern Florida, which would enable us to avoid the present situation where we have to zigzag from one city to another, whereas with the new modern highway construction, it should be possible to go through some of the hilly portions which we have at the present time to circle around.

So it seems to me a modern road through that area would cut off perhaps 150 or 200 miles, with a compensating saving.

There would possibly be some slight saving in gasoline, if you were able to travel that far on a super highway. Of course, that saving might only amount to a couple of dollars.



But it would seem to me, from my experience with toll roads, I would be able to save at least a day's time going down.

We are a family of four, and it costs us an average of \$26.00 or \$28.00 per day expenses to travel down. If we paid  $1\frac{1}{4}$  cents for the existing distance, it would cost us from \$21.00 to \$25.00 toll, but if we paid the  $1\frac{1}{4}$  cents on the proposed distance, it would cost us less than \$20.00, and in return for that saving from the cost being less than \$20.00, we would have a total saving for a family of four of \$44.00.

In addition there would be a day's time saved for a family of four.

If I were to make that trip alone -- and I have been figuring a lot of things very closely; I am interested in figures -- I would also save on gasoline, mileage as I get about 4% more gasoline/travelling alone, than from travelling with the luggage and the additional weight up and down hills with the whole family.

I would not save as much in hotel bills or restaurant bills, but I would have a saving of \$4.00 or \$5.00 by travelling that distance alone, in addition to the time saved.

In thinking what the economic impact of the modern roads is, I hope you will do all you can to give



us good roads as soon as you can, chiefly on account of what it means to the country.

This year we have driven for about 5,000 miles in Europe, and we found in Britain where 60% of our driving was done on roads which were narrow, and with a great many curves, and through more villages, and going up and down hill, keeping a very close count, I found that as compared with the Continent where the topography is more level and the roads generally more adequate and more straight, that is, free from curves, the vehicle we were driving was averaging 33.94 miles per gallon in Britain, and 39.1 miles per gallon on the Continent.

When these figures first began to become apparent, I began to keep track of the driving time, the hours elapsed on the road, and the miles turned in in a day, and as near as I could, from my diary regarding the mileage, and after our experience on the Continent, I came to the conclusion that in the same elapsed time we were driving between 35% and 41% more miles on the Continent than in Britain, and even on the Continent the roads, excepting in Germany, are not up to the standard we have here.

That makes a great deal of difference, and that obviously explains why business would tend to





locate industry in the vicinity of the modern roads, where they are being built as rapidly as possible.

It seems to me that it is a question which has been brought up by Mr. Roberts, that additional moneys or the additional raising of revenues for the highways we need very badly, is a very important matter.

We have all seen since the War that all of the commodities which are made by free enterprise, and purchased by each of us, are those things which were in short supply after the War, such as automobiles, televisions, radios, washing machines, refrigerators, and so forth, and these things have been made to sell to satisfy the essential demands of the country rather rapidly, and we have taken up the slack in quite a hurry.

But the needed part of the economy, such as, highways, schools, and hospitals, and things of that nature which are provided out of the public purse, we scarcely are able to keep pace with the position in which we found ourselves since the War, and we have been totally unable to take up the slack or regain the lost position in which we would have been if the War had not affected our economy.

So the argument for toll roads, as mentioned by Mr. Roberts, Q.C., as a fair means of raising money,



to get the roads in the centres where they are needed, and perhaps keep ahead of our needs, seems to be, from our community standpoint in Chatham perhaps the most important thing we can consider.

I have quite a few friends in the City of Toronto, or who are living out perhaps 25 or 30 miles, and they all tell me about the same story, that instead of taking perhaps a half an hour or three quarters of an hour to get to the city, they now have to spend  $1\frac{1}{2}$  or 2 hours a day going to and from their work, and half of the time is spent due to the inadequacy of the road system, and the lack of limited-access roads and streets through the city.

I have one friend who says the people in Toronto are the most illogical people in the world. He says they have the largest registration of Cadillacs and that they have the second largest registration of Cadillacs of any city in the world.

MR. CHILD: They have a great many lawyers in Toronto.

MR. KERR: That may be one of the reasons. He says that the people in Toronto will lay out the necessary money every year or two years to buy a car with a couple of hundred horsepower under the hood, but if somebody suggests they pay any extra tax, even one-tenth



or one-twentieth, in order that they better roads where their vehicles can be used more with the resultant saving of time, at that point they will "hit the roof".

The main question to me is the necessity of producing roads at a time when we need them.

THE CHAIRMAN: Thank you, Mr. Kerr, on behalf of the Committee, for your very interesting comments, which were informative.

MR. YAREMKO, Q.C.: When you get down to Florida, you will find there is a toll road there. I think it is being completed very soon now.

MR. PARRY, M.P.P.: It takes a long time to get a farmer warmed up.

I wonder if Mr. Colby would like to say a word about our roads?

MR. COLBY: I have listened with a great deal of interest, and may I say that I do not know of any committee appointed by the Legislature which has done greater work than this Committee. It is a new departure in financing, it is a new departure in Ontario, all the way around.

I agree very much with what Mr. Kerr, the last speaker, has said, when he said the greatest problem in this toll road situation is that of financing. I know there is a great backlog of road development in the





province. We have not enough money to keep ahead of the vehicular traffic which wants to use our roads. That is why I was interested in toll roads, particularly if they would relieve the financial situation.

The way that situation will be met, I am not prepared to say or even to make a suggestion. But, if it would relieve the situation, I would be wholly in favour of toll roads, where it is part of a programme. It certainly presents a great problem. You hear so many ideas, some are in favour of toll roads; others are not. Some are great enthusiasts of toll roads; others think just the other way. I have heard that expressed in the papers, even from members of the Legislature who have made the remarks that they either were or were not in favour of toll roads.

But I think these remarks probably came from first impressions. When they first were told about toll roads, possibly they never studied the matter at all, and they received some impressions through the newspapers.

I think if there is any way of financing roads and relieving the situation, and toll roads is the answer, people will use these roads in order to finance them, then I think that toll roads are the thing, especially in Ontario.

You say it is 600 miles from Windsor to the

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eastern end of the Province, and that 90 miles of that it was said are already completed, possibly to the standards of a toll road.

There is still a great deal to be done in connection with that road. I believe there are other roads in the vicinity of Hamilton and Toronto which bear heavy traffic. Personally, I would like to see some sections tried out in the province. That would not necessarily mean the road from Windsor to Montreal or to Ottawa, or the eastern end of the province, but if some of these highly-travelled roads could be studied, before we go into too great expenditures on toll roads, then it might be possible to determine the necessity for toll roads. I do not know what section would be the best for that, as I have not studied it enough.

I think possibly we might have some idea as to whether toll roads are feasible in Ontario, or in this country, or will be in the near future.

I do know that the Highways Department is far behind in the amount of money they have to spend at the present time. The traffic is increasing; the motor cars are increasing, everything is increasing, and we do not seem to have sufficient funds to cope with that situation.

There was one thing which struck me very forcibly when listening to Mr. Robarts, in that he said you had



found out that the people of the Province were prone to pay greater gasoline taxes.

Take it on the other hand, would the people of the Province be prepared to pay 25¢ more per gallon on the toll roads? There is a point which is rather complex, and I would like a little explanation of that.

Firstly, I did not say that the people of the Province would not be willing to pay a higher gasoline tax. Perhaps you misunderstood me. I think in our studies of the jurisdictions in which toll facilities have been established, that was one of the decisions of the governments of those jurisdictions, that they did not wish to increase the gasoline tax.

I cannot speak for the Government of this Province, as I am not a member of the Government, although I support the Party which forms the Government. I do not know whether it is prepared to raise taxes or not.

MR. YAREMKO, Q.C.: Is that not the problem then, that one is apt to be misled when you say that paying a toll is equivalent to paying 25¢ per gallon tax? It is a tax which is only payable when you use that particular road.

Assuming that Highway No. 401 will be a toll road, I may only have occasion to use that road once in





a year, driving from Toronto to London or Chatham or Windsor, and I would be prepared on that particular occasion to pay the equivalent of 25¢ per gallon tax, or the equivalent thereof, whereas I perhaps would hate to pay an increased 5¢ per gallon, which I may have to do every time I step on the accelerator of my car.

MR. AULD: You are then travelling on a road which costs from four to six times as much to build, and the same for maintenance.

MR. CHILD: Mr. Kerr said there was a saving in the use of the toll road.

One of the members of the Committee not present took a tour away down to the south on the old road, and came back on a super highway, and he saved in gasoline and time more than would equal the amount he paid on the old road.

THE CHAIRMAN: And the better it was for his ulcers.

MR. AULD: If you build a road of that standard and do not charge extra for riding on it, there are enough people in the Province who will never have the opportunity nor reason for using it, but they will be paying the same gasoline tax and registration fee in their own area, and possibly never have occasion to drive



on the super highway.

MR. ROOT: I think it should be pointed out that our study showed that the accident incidence on the controlled-access toll road, in spite of the higher speeds, is only approximately one-third of what it is on the old highway in the same jurisdiction.

Somebody mentioned the backlog of work on our roads system. I think the figure given us by the Department in regard to the backlog was \$980, million which will be required to bring the backlogs up to a reasonable standard, and the total backlog in ten years might amount to \$1,780,000,000.00.

If we do not decrease that, it will be increased to a figure which is estimated at \$2,750,000,000.00.

We are getting in deeper all the time. The toll road is a super highway, and a controlled-access road, and that is the only type of road you could toll.

MR. CHILD: I think Mr. Root has hit on a very important point in respect to the safety factor which can be figured economically, in as much as our insurance rates are based on the number of accidents for which the company has to pay.

If you figure it out that with the present number of accidents, and people injured in a year,



and working it out in regard to our present population, you would be assured that you or some member of your family will be either killed or injured in the next 20 years.

If by using the toll roads, that factor can be reduced by one-third, it would mean that it would be 60 years before you would become involved in an accident.

THE CHAIRMAN: And you probably would be dead by then.

MR. PARRY, M.P.P.: Mr. John Spence, M.P.P., is here. I wonder if he would like to say a word to the Committee?

MR. SPENCE, M.P.P.; (Kent East): Mr. Chairman, and gentlemen; I just came today to listen in on these proceedings. I do not know as much about toll roads as perhaps I should.

Many of the points brought up today have been very interesting but, as I say, I came just to listen this afternoon, and if possible to become more familiar with the toll road situation.

We know the population of Ontario is growing, and the number of the vehicles is increasing, and we know this Select Committee has the problem to face in regard to the toll road situation in the Province, and





to come to a conclusion in regard to whether toll roads are required in Ontario or not. I have nothing more to say. Thank you for calling upon me.

MR. PARRY, M.P.P.: Mr. Dillon, Reeve of Raleigh.

MR. DILLON: Mr. Chairman, members of the Select Committee, ladies and gentlemen: Our problem is very simple as compared to yours in the Province of Ontario.

We have listened to some very interesting talks this afternoon. I would not want to comment too much on toll roads, as Chairman of the Good Roads Committee at the present time, but you have brought out some very good points.

I will admit that if the gasoline tax is raised, it would apply to everyone and it something to consider that toll roads only affect those who use them. If you want to drive from Toronto to Windsor, taking a toll road sounds very logical.

I would not want to commit myself as far as the Committee is concerned today. It is food for thought and something that is really worthy of a great deal of consideration.

I appreciate being here this afternoon, and



having the opportunity to say these few words.

THE CHAIRMAN: Thank you, Mr. Dillon.

MR. PARRY, M.P.P.: We have Mrs. Oulette here this afternoon from the Federation of Agriculture. She may care to say a word to the Committee.

MRS. OULETTE: Mr. Chairman, members of the Committee, ladies and gentlemen: I am like Mr. Spence, M.P.P., in that I came to listen but may be I will do better than Mr. Dillon. It sounds to me as if toll roads is quite an idea.

I have heard people complaining about having to pay for something they did not use, and if the people want to go places or on business in a hurry, or perhaps trucks having perishable goods on them, and want to go from place to place, I think the toll road is a very good answer.

I think the only thing wrong with a toll road is that too many people are not familiar with it. Secondly, they are of the opinion that all roads might be toll roads, and are not aware of the fact that it might be just one super highway.

Just listening to the comments today, particularly from Mr. Kerr, and having known Mr. Kerr for a good many years, I am quite sure that he is in favour of toll roads.



I think there is merit in them, and just listening to the comments here, my own opinion of them is the same, that is, that there is merit to them, too.

MR. PARRY, M.P.P.: Mr. Horn, Reeve of Ridgetown, is here, gentlemen. Perhaps he would like to say a word.

MR. HORN: Mr. Chairman, members of the Committee, ladies and gentlemen; I came here today as have some of the others just to listen.

I have not given toll roads very much thought, but after hearing what you have had to say, I am sure it is really a field for study. It seems to me, if you want to get from one point to another at the present time, you have many corners to go around, and the use of a toll road would provide less expensive travelling.

MR. PARRY, M.P.P.: Mr. Morden, would you like to say a word?

MR. MORDEN: Mr. Chairman, members of the Committee, ladies and gentlemen; I just came today to listen. Doctor McPherson asked me to come with him.

I believe that toll roads might have a place in the Province of Ontario. I have travelled some on toll roads and found them to be quite a convenience, that is, getting onto a toll road, to go where you want



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to go. It does away with a great deal of congestion, and is a big factor in keeping down the accidents on the highways.

Thank you for the opportunity of saying this word.

THE CHAIRMAN: Thank you, Mr. Morden.

MR. PARRY, M.P.P.: I think we have only one left and that is Doctor McPherson, from Highgate. He is the Reeve of Highgate.

DOCTOR MCPHERSON: Mr. Chairman, members of the Select Committee, ladies and gentlemen; I do not feel that I should speak for either the County Council or the Village of Highgate, but only as an individual. I do think that we in Kent County should thank the Committee for stopping off in Chatham, and giving us the wealth of experience which has been given to us here today. I have learned a great deal, as I think everyone here has. We may have different ideas on toll roads.

I have a feeling that going along at the present rate, the Province is able to pay for the roads, especially Highway No. 401, and if we are to complete that first, then I think toll roads would help the people, and the ones who use the toll road, should be the people who should pay for it.



If you consider a man up in Haileybury, and put an extra 5¢ per gallon tax on his gasoline to build Highway No. 401, he may never even travel on it. Most of us around here will probably travel on it, and if it will help to build the road any sooner, I think it would be of benefit.

I figure, after listening to Mr. Kerr, that I am roughly 180 miles from Toronto, and it would cost me about \$2.25 extra to drive down there, and may be I would drive my car more often, than coming into Chatham and taking the Dayliner, and missing a great deal of congestion.

I thank you for the opportunity of saying these few words.

THE CHAIRMAN: Thank you, Doctor McPherson. Has any member of the Committee anything he would like to add to the discussion?

MR. MacDONALD: Mr. Chairman, I do not know if I can say what I want to say within a few minutes, and I do not know whether at this stage of the proceedings, I want to, because I can take another approach to this, and grasp the magnitude of the problem which I think is necessary, if we are to see it in prospective.

Our Highway Department, which has the problem of estimating both the backlog and prospective construction



in the Province, has provided us with figures which are in the interim report presented to the Legislature last Spring.

These figures indicate that in the next 10 years we will have to spend about \$2,800,000,000.00 to catch up on the backlog and complete Highway No. 401. Of that figure, about \$2 billion will be a provincial responsibility.

Now, \$2 billion spent over a 10-year period, means about \$200 million per year. As you know, four or five years ago, our highway budget in the province was \$50-odd million, and in the period of four or five years it has jumped to \$183 million or \$184 million, so we are now reaching the outside figure required as an average expenditure over the next 10 years.

I admit, if we are to catch up, and get some of these roads like Highway No. 401 built in the early part of the 10 years, it will require more money. There are, as well, these expenditures which will be required for catching up on the backlog, and the projected construction which is mapped out by our Department of Highways.

What is the revenue position? It is that this year we will be raising approximately \$140 million to \$145 million in revenue, and on the basis of the





past few years, considering our increased expenditures, because of the increased registrations, it will amount approximately to \$102 million a year, so that in five or six years from now, we will have in revenue caught up with what is required as the average expenditures over the next 10 years. Our revenues will be about \$200 million, and our average expenditures for 10 years will require to be about \$200 million.

Let me frankly say that I am opposed to toll roads, because I think they are more expensive, and I think they throw the burden increasingly on car drivers, and, therefore, an increase I think is an inequitable tax because we all know of no individual who is taxed more than the car driver at the present time.

That leaves out of my consideration another user of the highways, where I think we have an area for a significant increase in revenue, and that is the commercial truckers.

You may realize just how much they have not been pulling their weight in the past when I tell you that the American figures -- and this is a statement from California -- show that 52% of the cost of modern four-lane or thru-access highway must be put into the highway to meet 4% of the traffic, namely, the heavy trucks. That means you double the cost of the highways,



so they will stand the pounding and the wear and tear of the big trucks.

Clearly, if that much of the highway expenditures stems from meeting the cost of these roads to carry these heavy trucks, they should pay more.

That is why in the establishment of the Committee, the Government has included in the terms of reference the weight-mile tax, or some variant thereof, which many of the States have adopted.

The major portion of the revenues on toll highways come from trucks, and I want to draw to your attention there is another way of getting added revenue from the trucks to meet a greater share of the cost of the roads than toll roads, and that is, this tax which is now being worked out.

It is a very complicated tax, from what we have heard, and when it started they were getting only 15% of the potential, now they feel they have reached the point where they are getting the full 100%.

The weight-mile tax could be worked out and can be checked so the trucks which have not been paying their way, now assist in paying for the highways. I think it would increase our revenues over the next 10 years, and will not make toll roads necessary.

That emphasizes one point which I know many





members of the Committee are constantly reminding me of, and that is, it means postponing the construction of roads like Highway 401 for a few years. But I am thinking it may be possible that other means of avoiding that postponing can be devised, and I think it is worth while examining whether you want to establish a toll road system, which you cannot get rid of for 20 or 25, 30 or 40 years, depending on the amount of the capital expenditure; whereas on the other hand, in 10 years, with our increasing revenues, we can meet our highway expenditures, which we have not been able to do in the past.

I think this is another aspect of the problem to which attention should be drawn, particularly as we have some people in our audience who are economists. I think we are all "backyard economists" which is a very good description.

I think these things should be borne in mind.

MR. CHILD: Possibly what Mr. MacDonald says is quite true, but like all stories there is another side to it, and I think the economists here will agree that there is not a village or hamlet which could exist without trucks, either inter-state or urban. Of course, if additional rates are charged to the trucks, they will not absorb that themselves, but will pass it on to the





ultimate consumers, and in the long run, it is Mr. John Q. Public who is paying for it, because profits have to be made and they are based on the percentage of what has been invested, so if you decide to charge an extra 1¢ or 2¢ on every item delivered to you, and whether the money is raised that way or by toll roads, or in some other form of taxation, the money has to be raised.

I cannot agree with the statement that our toll roads would have to last 20 or 30 years. That might be, if it were a private corporation, which would have to amortize the capital over a number of years, but with the Government -- and this is only my personal view -- that is not the case, because we are interested in catching up on our backlog, and when the backlog is completed, the toll roads would be made freeways.

There is no point in making a toll road unless you want to take the money out of the general revenue, which we have to do now, to build our roads, and we would be in a position to give a little more to the other departments which require money, such as, Welfare, Old Age Assistance, and all of those things have to be considered.

It is not just a clear case of "If you do it



this way, do that", or "If you do it the other way, do something else".

There are ramifications in all aspects of taxation, and you have to consider who will pay for it in the end, and no matter what way you add it up, or how thin you slice it, it will be Mr. John Q. Public who will be paying 1¢ or 2¢ additional on every article the trucks bring to him, and whether you pay for it by additional taxation --

THE CHAIRMAN: I think probably this is a debate the Committee should have amongst themselves.

MR. MacDONALD: I was going to say that, Mr. Chairman. But there is one point I would like to mention. Mr. Child made the same comment, when speaking at our Kitchener meeting, but he carried it a step further by suggesting these people should give careful consideration to increasing the tax on trucks in spite of the fact that they were paying such a small proportion of the cost, his reasoning being that they would pass the increase on to somebody else.

It is a novel principle, from what we have heard, because the principle is that the users will pay for it, whether it is a trucker or a car driver.

Now, we have this variation that it will be passed on, and we should give it a second thought. But



the man who owns a car will be "stuck" with it. It seems to me that it deals with the basic principle, and surely, if 52% of the cost of the road is made necessary because of the requirements of the truckers, we think the truckers should be paying more for the privilege.

THE CHAIRMAN: I think there is a vast oversimplification in that. I do not think we will have a debate on that at this time.

MR. PARRY, M.P.P.: Mr. Fletcher, do you wish to say a word?

MR. FLETCHER: No, I am like some of the others; I am here to listen. I have been interested in hearing a few of the points, but I do not think I can add very much.

I am a farmer, like some of the others here, and I try to make my living by general farming, but sometimes it is almost impossible. I do not believe that the truck is the one which does the damage; still, I will just sit down and listen.

Thank you very much for the opportunity.

THE CHAIRMAN: Thank you, Mr. Fletcher.

MR. AULD: I would like to add one thing which comes up every time Mr. MacDonald speaks, about the revenues catching up, and there is one point we have





seemed to overlook, and that is the deficit we have had in highway spending since 1928. We have accumulated a deficit of unamortized debt somewhere in the neighborhood of \$450 million, for which these figures given, make no provision for paying off.

Further, as Mr. Root pointed out yesterday, the cost of construction of highways, as you gentlemen all know very well, is certainly not decreasing, or even standing still. So it may be that we will catch up under our present system of taxation, but it is a great question in my mind.

Further than that, as far as the weight-distance tax is concerned, or some variant of it, my own opinion at the present time is that there is great room for studying all types, and not alone because there is a question in everybody's mind as to whether the heavy trucks are paying their fair share. If you ask the truckers they say they are, but if you speak to the railway people, they say the truckers are not; they say, "Cut out the motor trucks".

I do not think any of us have found the answer or even the basis of the weight-mile tax which, in New York, is collecting about \$14 million annually, and they estimate they will collect about \$20 million a little later on, and it seems to me there still would be



a large gap between the revenues and expenditures, amounting to about \$45 million per year.

And if our debt, on a cash basis, shows a deficit regarding highways of \$140 million, very close to one-third of that has come the last four or five years, so the gap widens, instead of lessening recently.

MR. ROOT: There is one remark I want to make in regard to what Mr. MacDonald said, and I think he was quite sincere.

We do not want to forget the figure he mentions as overtaking the estimated backlog in 10 years. I think he is speaking more about the King's Highway system.

The municipalities have a backlog and are very anxious to have more assistance in regard to it. At the present time, I think we are spending/annually about \$50 million in subsidies to municipalities. We have another large figure for maintenance, and the only way we can eat into the backlog is from what is left out of our budget.

I am still not convinced that with our present highway revenues, and the depreciated value of the dollar, we can overtake this backlog in ten years, or may be twice ten years.

The dollar has definitely lost its value, and



you cannot hire as much work for road construction as you formerly did, and there is not indication that it will change.

I think we should keep all of these things in mind when we decide in our own minds what is the best way to finance the construction of the super highways, and those roads which are needed, particularly if we are going to try to catch up on the backlog.

MR. YAREMKO, Q.C.: I will not add anything more, as time is getting on.

But we must remember in a broad economic thinking, that most people have a choice of how they will spend their money.

Let us consider a concrete example. If a man wanted to get from Windsor to Toronto, he, even at the present time, has several choices open to him. He can take the train, and even on the train he can travel by coach, or take a parlor car. He can fly at an extra cost. He can drive his car from Windsor to Toronto at a certain cost. All these alternatives are open to that individual, and he makes his choice as to just how much money he wants to spend to get from Windsor to Toronto, and my way of thinking is that a toll road is very often just an alternate road. It is a choice which a person will make of his own free will.





We can build a toll road from Windsor to Toronto, but if everybody in Windsor wants to fly to Toronto, that is the way they will go, and if they want to travel on a free way, that is the way they will go, and if they want to pay extra and travel on a super highway, they have that choice and we must never lose sight of the fact that the choice is going to be a free one, to be made by each individual.

As to the users: following up what Mr. Child said in connection with Mr. MacDonald's remarks; I think I have an open mind, and I believe we have two alternatives, and I do not think we necessarily have to eliminate one and take the other. We may very easily choose between the two, and find out that is the answer. So far, as I say, I have an open mind on both.

But when you start a user paying for what he is using, then the man who is using the goods which are to be transported by truck would pay the cost of the transportation of those goods, and if a man only uses goods shipped by some other form of transportation which is cheaper, then he should be entitled to the cheaper costs.

If I do not use goods which are going to be shipped by truck, then I would not have to pay the extra weight-mile tax, but if I am going to use the



goods they are carrying, there is no reason why the cost should not be passed on, and that is getting onto a very economic basis and we have a practical problem to solve at the present time.

MR. PARRY, M.P.P.: Is there anybody else here who would like to say a word to the Committee?

MR. COUTTS: Mr. Chairman and gentlemen; it is my personal opinion, and has nothing to do with the county, because we have not considered it at all, and I feel as someone has said, that the users should pay for the road, and if I want to use it, I should be able to use it.

I believe I have been over Highway No. 401, from here to Windsor more than anybody else. Of course, now you have roads crossing it. That is one reason why I would like to see a toll road, as it is a nice road to use, and you would not have the cross roads, but you could eliminate them by putting in overpasses or underpasses.

If you had a toll road you would have more money to build these overpasses, which may inconvenience a few. There will be a few people greatly inconvenienced, even if they do not put in the over-passes.

I know that for a distance of 7 miles there is not an east-west over-pass, and people have to go





around this highway to get onto the other side.

Then, if this were done, there might be more money available for toll roads, and for the access roads, and I think it would be better all around that way.

It would also have some effect on the school buses and other buses.

Highway No. 401 has been kind of a sore spot in my section of the county. We have had stakes in the ground for four years, and we have a hard time finding them at the present time. They are in the corn fields and in the thistle fields, and actually we do not know where they are and something should be done to do away with the inconvenience we have at the present time.

We have spots in our fields we cannot plant or cultivate. I think with the toll roads, that might be eliminated.

I am in favour of toll roads.

THE CHAIRMAN: Thank you. Mr. Parry, do you wish to say a few words before we adjourn?

MR. PARRY, M.P.P.: Ladies and gentlemen, if there is nothing further, I want to thank you, Mr. Chairman, and the members of your Committee, for coming down and giving us this information. I came here with only the foggiest idea, and I still am in the fog.





Really, I do not know much about it. I think you are wise in giving this a great deal of study, and I think that the government will also give it considerable study because we have about  $5\frac{1}{4}$  million people who are paying taxes. The only money the government has is what they extract from citizens of this great province, and we have so many other projects which are underway now, such as, the St. Lawrence Seaway, the Hydro, and one or two others which are pending, that we do greatly appreciate you coming here and giving us this information and, maybe after I have considered this for a few days, I might get some of the cobwebs out of my brain.

I think you are doing the right thing in getting a cross-section of opinion.

We have a representative group here of the county, and on behalf of that group I do want to extend to you and your Commission our most sincere thanks for stopping off at Chatham, because you will find this is really the "Garden of Eden" down here.

We know you have seen some other good counties, but we are delighted to have you come here and give us the information you have given, and I can assure you I am voicing the sentiments of all of us in extending to you our sincere thanks.

THE CHAIRMAN: Thank you, Mr. Parry.



MR. MORDEN: I feel that we have had a very good session, and we enjoyed the discussion between Mr. MacDonald and Mr. Child, and I believe, with your coming here today, you have made us feel very confident that you have a very fine Committee and we are quite happy to leave this situation in your hands. We feel you will, in the long run, come up with the right answer. I suppose the majority report of this Committee will be submitted to the Legislature, and they will act upon it.

We are glad you came. We secured a great deal of information which we did not have, and I know I express the feeling of this audience assembled here today when I say that we have full confidence in you, so I think Kent County can give you the "green light", to go ahead.

THE CHAIRMAN: Thank you, Mr. Morden. I would like to express on behalf of the Committee our thanks for you taking time out from your busy routines and activities to come here and give us the benefit of your thoughts, and ideas on this subject.

I think probably, after listening to the Committee debate amongst themselves, you will appreciate the fact that we are certainly not unanimous in our thinking. However, I do not think anybody has too



great a crystalized idea as to what the answer to this problem is.

I anticipate some interesting discussions amongst ourselves before we hammer out what we consider to be a solution to the problem, and the assistance you have given us today is greatly appreciated, and will be appreciated.

We have to make up our minds, you do not. The problem must be resolved, because we have a deal line to meet, and your assistance will certainly help when we reach that point in our deliberations.

Once again, thank you very much.

If there is nothing further, the meeting stands adjourned.

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---Whereupon at 6.30 o'clock p.m., the further proceedings of this Committee adjourned to reconvene in the City of Windsor, on Friday, September 14th, 1956, at 11.00 o'clock in the forenoon.

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P R O C E E D I N G S

of the

SELECT COMMITTEE APPOINTED BY THE LEGISLATURE  
OF THE PROVINCE OF ONTARIO, TO ENQUIRE INTO AND  
REPORT MATTERS MATTERS IN CONNECTION WITH TOLL ROADS  
IN THE PROVINCE.

Mr. J. P. Robarts, Q.C., Chairman.

Mr. D. J. Collins, Secretary.

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WINDSOR, Ont.

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R. C. Sturgeon,  
Official Reporter,  
Parliament Buildings,  
Toronto, Ontario.



T W E N T Y - F I F T H   D A Y

Windsor, Ontario,  
Friday, September 14th, 1956,  
10:00 o'clock, a.m. E.S.T.

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The further proceedings of this Committee  
reconvened pursuant to adjournment.

Mr. J. P. Robarts, Q.C., Chairman,  
Presiding.

PRESENT:

Messrs. Root,  
Auld,  
Sandercock,  
Mackenzie,  
Yaremko, Q.C.,  
Reaume,  
MacDonald,

Mr. D. J. Collins, Secretary.

APPEARANCES:

Mr. W. Q. Macnee,	Traffic Engineer, Ontario Department of Highways.
Mr. Gordon Clickner,	Belle River.
Rev. M. C. Davies,	M.P.P.
Mr. Michael Patrick,	Mayor, City of Windsor.

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THE CHAIRMAN: Gentlemen, we have waited the required half-hour --

MR. MacDONALD: The statutory half-hour, Mr. Chairman.

THE CHAIRMAN: Thank you, Mr. "C.C.F."

Mr. Clickner, I generally open these meetings by giving a brief history of the Committee, who we are, and what we are and why we are here. Perhaps I can do that, very briefly, now.

First, I think I will introduce to you the members of the Committee who are here this morning, and then I will give you a brief outline of what the Committee is, how it was appointed, what it has done to date, and perhaps why we are here this afternoon, and then if you have any brief you wish to present, we will be happy to receive it, and we will be equally happy to answer, to the best of our ability, any questions you may have touching the question of toll roads, and the question of the weight-mile tax, about which I will speak in a few moments.

Starting on my right, is Mr. Donald MacDonald, the member for York South; next to him is Mr. Mackenzie, the member for York South; Mr. Sandercock, from Hastings West, whose home town is in Belleville; Mr. John Root, who is known to many of you, from Wellington-Dufferin; next to him is Mr. James Auld, from Brockville, in the





riding of Leeds, Mr. John Yaremko, Q.C., from Bellwoods, Mr. Child from Wentworth, whose home is in Hamilton, and, of course, Mr. Arthur Reamue.

On my left is our shorthand reporter who records for posterity the words of wisdom which may drop from anyone's lips this afternoon.

On my right is Mr. Walter Macnee, a traffic engineer with the Department of Highways. He is an expert on traffic counts, and in the use that is being presently made of our highways, and in forecasting what we may expect in regard to certain highways in the future.

On Mr. Macnee's right is Mr. "Don" Collins, a member of the hon. Prime Minister's personal staff, and Secretary of this Committee, who is responsible for our being here on time, even though we have had to wait.

Gentlemen, this Committee was appointed by the Legislative Assembly, and was originally constituted on March 30th, 1955. Our terms of reference -- without reading them -- were, very broadly stated, to investigate toll roads in all their aspects, and their application to the province of Ontario.

We held one or two meetings before the Legislature was dissolved, and then we had a general

riding of loads, Mr. John Karamba, 10.0.1, from the  
Mr. Ollie from New York, whose home is in Hamilton,  
and, of course, the other members.

On my side is one something, something and

nothing for possibly the work of which which was

then from anyone's line this and that.

On my side is Mr. William Thomas, a British

engineer with the Department of Agriculture. He is an

expert on traffic control, and he was with us during

presently made of our history, and in connection

that we may expect to find in the future in

the future.

On Mr. Thomas's side is Mr. "Jack" C. Allen

a member of the staff, Mr. Thomas's personal staff,

and Secretary of the Government, who is responsible

for our work here on time, even though we have had

to wait

Consequently, this committee was organized

in the Legislative Assembly, and was organized to

investigate the situation of the Government of the

subject and to them -- some, very possibly, and

investigate the matter in all their aspects, and

investigate the situation of the Government of the

the first one of the members, before him

the first one of the members, and then we had a

election, a year ago last June, and the Committee was re-constituted in its present form on September 8th, 1955; that is just a year ago now.

We brought in an interim report to the Legislature last March, and that is contained in this little green volume I have in my hand at the present time.

Briefly, we have all Parties represented on the Committee, and our job is simply fact-finding, and to bring in recommendations, which we offer to the Legislature in the hope, of course, that they will be accepted. They may be accepted, or they may be disregarded.

This particular interim report was submitted to and accepted by the Legislature, and we asked for leave to be re-constituted, to carry on our work for another year.

Between September and December of last year, we did a great deal of travelling in the United States, looking at toll roads presently in operation. We travelled on and discussed tollroads with the New York Thruway Authority, which operates a toll road running from Buffalo to New York city.

We were on the Pennsylvania Turnpike, the Garden State Parkway in New Jersey, and the New Jersey





Turnpike, and those were the trips which we made prior to this report being submitted.

This spring, we went to Ohio to look at a new turnpike or toll road which has been opened there, and we had a very interesting session with them, because their toll road is perhaps not as successful as some of the others, and naturally, when you are investigating a thing like this, you want to see and hear all sides of the situation.

We also have spent a great deal of time with various financial men. We had a meeting with some investment bankers in New York city, who have underwritten most of the toll roads and toll bridges in the United States, and we went into the financing very, very carefully.

Then we held I do not know how many public meetings, but we sat in Toronto for a good many days, and received briefs from any and all organizations which wished to appear before us.

We sent out invitations to, I suppose, 150 or so different organizations, including all the local municipalities, and we received some very interesting briefs, indeed.

As a result of those meetings, and the investigations we made, we came to certain conclusions





which perhaps I could deal with at this time.

We found that the general over-all picture leading to the establishment of toll roads in the United States contained five common characteristics, firstly, the government of the State did not feel it was in the public interest to increase motor vehicle taxation sufficiently in order to obtain the necessary revenues to build these very high-cost roads.

Secondly, we found in most places a very large percentage of out-of-state or out-of-province traffic, which was using the roads of the jurisdiction and contributing nothing to their cost or maintenance. They would fill their gas tanks outside the state on one side, and drive through the state, and out the opposite end, and pay nothing for the privilege of operating on these roads.

Thirdly, we found generally a very large backlog of highway construction in many cases, as a result of the war, and the tremendous increase in motor vehicle registrations, and the use of motor vehicles generally in our economy, in our "way of life", as it is called.

Fourthly, there was a great demand from local municipalities, to give towns and townships and cities assistance in looking after their own



traffic problems within the municipality, and, of course, you can only spend a dollar once and if it is spent in the city, it cannot be spent on a particular highway linking the various centres of population.

Finally, we found in some jurisdictions in the States the diversion of the tax money raised from motor vehicle registrations and the gasoline tax. That is not true in the province of Ontario.

We did find in some jurisdictions that money coming from the motorists or the gasoline tax, was being diverted to schools and other things which may be considered to have a greater political appeal.

We had our Treasury people do a very complete analysis of our own tax money in this province, and I think the figures arrived at over a long period of time showed about 69 per cent., that is, the motorists' revenue of this province, contributed on an average of 69 per cent. of the amount actually spent on highways. So we do not have that particular situation in Ontario.

We reached certain conclusions, about which I might tell you, and then I will read to you the recommendations we made.

Firstly, we found there was no inherent engineering and traffic-control advantage in a toll road; in other words, a toll road is simply another method of





raising money -- another form of taxation. A toll road is not necessarily a better road than any other kind of a road. You can build a free road as good as a toll road any day, but this is just another method of financing highway construction.

Secondly, we found that toll financing is an expedient which can be used to permit the construction of the whole project at the one time.

That was true in regard to the New York Thruway, where they issued \$400 million worth of bonds, all in one bite, and they built the entire road in two and one-half years. If the road had been built piecemeal, out of current taxes, it would probably have taken twenty or twenty-five years to build it, because you would not have had the necessary amount of money available at one time.

So, when you take it on and build the whole thing at once, a toll method enables that to be done.

Fourthly, we came to the conclusion that where you do build under this method, your toll road should be tied in with your general highway system. In other words, you have to consider all of the other roads in the province when planning where a toll road is to go. You cannot do that by building a road from "A" to "B" regardless of what other roads lead into "A"





from other directions.

Then we came to the conclusion -- and this leads me into another point -- that this whole motor vehicle problem is so dynamic that the problem of the motor vehicle tax must be reviewed continuously. We cannot stand still and accept any system as the best, because what is good in one year, might not be effective in the years to come, because of the tremendous increase in the number of motor vehicles and the uses to which they are put, and the actual changes in the characteristics of the motor vehicles themselves.

Now we are on the question of the "weight-mile tax" with which I will deal in a moment.

So, on the basis of these conclusions, we made certain recommendations. The period we had to do this study was so short that we dealt only with the principle of toll roads during that period. We did not deal with their application, and perhaps that is what we are working on now.

Mr. Collins has just drawn my attention to a point I missed, and thank Heaven for an efficient Secretary, because if I miss a word, he is there with the prod.

Another thing had to do with the increase



of motor vehicle ownerships. That was very fantastic, We asked Mr. Macnee about a road in the area of Toronto, and he said, "Gentlemen, you can build a road from any-place to any place in Ontario, and within two weeks after it is constructed, it will be operating to capacity". I think that situation still obtains. There are just so many cars that it means it is extremely difficult to keep up with the traffic. What we plan to complete today, may be almost obsolete tomorrow.

Toll facilities are vastly more expensive than other roads, and that is because you must eliminate grades and curves and crossroads, which mean the construction of underpasses and overpasses, and you must go over railroads and under county roads, and these structures are extremely expensive to build. Therefore, to build a toll road, with its limited accesses, and its engineering details, is extremely expensive.

Finally, we came to the conclusion that our present system of taxation is simply not producing enough money to build the roads we need. We either have to increase the taxes that go into the general revenue of the province to build roads, or devise some new means of taxation.

Our conclusion is, as it stands today, we



are not getting the revenue we require to provide the roads we need.

We also came to the conclusion that the Federal government should share the costs of the construction and maintenance of our highway system. We based that conclusion on the fact that these four-lane access highways would be a great factor in national defence, in time of war their worth would be inestimable, and, secondly, the Federal government really takes a tremendous amount of money out of our motor car industry.

Whether you know it or not, you are paying two cents on every gallon of gas you buy, because of the sales tax. You pay varying amounts, depending on the type of vehicle, by way of excise tax, and the only portion which comes back to the province, comes back to the Trans-Canada Highway, and while we are all interested in the Trans-Canada Highway, and admit it is a very nice thing, nevertheless, our real traffic problems are in the southern part of the province, where the concentration of industry and population are the most dense.

Therefore, our recommendations were as follows:

" That the Legislature accept the principle of a toll method as a practical system of financing the construction and maintenance of





multilane controlled access highways and urban expressways and special high cost structures, such as bridges, causeways and tunnels."

I would like to repeat that. We asked the Legislature to accept the principle of it; in other words, they might need these things but could not finance them, and the toll method is the only principle for getting something you might need quickly.

The second recommendation is:

" That the feasibility of each project be considered through an impartial study by experts of detailed data on actual and predicted traffic volumes, and construction costs. A calculation should also be made of the contribution to the economic development of the province generally and the social advantages to all our citizens."

We feel that should be considered by a body of experts, in all probability, officials of government, who would prepare the detailed data, and decide whether the traffic will be heavy enough and the revenue sufficient to carry the interest costs, and the amortization of any securities which might be issued to build the road or bridge, or whatever it may be.

We also recommended:

" That consideration be given to the basic



contribution of each project to the province generally and that the possibility of a portion only of the capital cost of any project be financed and amortized through the imposition of a toll be considered."

We recommended further:

" That any facility which is subject to a toll charge shall become free when the payment of the facility has been completed, including the government contribution."

We do not want these facilities to go on producing money for years and years to come after they are paid for, and have the toll diverted to something else.

Our point was that the toll is only justified as a means of paying for the facility to which it is charged. We do not consider a toll road as a normal source of revenue for any government.

We further recommended:

" That no consideration be given to the construction, operation and maintenance of toll roads in the province by private companies."

In other words, any toll facilities which are created, as far as we are concerned, should be controlled entirely by our provincial government. The



reasons for that are obvious. They have to fit into our entire highway system. The policing will fall upon our provincial police force, and we cannot see any virtue in permitting these facilities to be operated as a commercial enterprise by private industry.

And finally, we recommended:

" That a Commission or Board be established as the authority to conduct the necessary investigation outlined above and to administer any toll facilities established in the province, such Commission or Board to report to the Minister of Highways."

And that is to be fitted into our present Department of Highways.

And then, lastly, we asked leave to be re-constituted.

You can see from these recommendations, gentlemen, that we have not said at any time that a road from "A" to "B", or any structure should, in fact, be tolled. We simply had time to study the principles.

The reason we are here today is that we feel that in order to do our job properly, and having decided on the principles, we have to decide where the principles are applicable in our province, or whether they are applicable at all. We may approve





a principle, but it may not be feasible to apply it when you think of it in terms of local situations.

That is why we are touring throughout the province to hear what various local bodies and citizens in general have to say about the possibility of toll roads in their areas, and for the province generally.

We have another function which we did not touch last year, and which I think came out of one of our conclusions, and that was that our present system of highway expenditures and revenues show our taxation is not producing sufficient revenue.

We had heard, in our travels, about a thing called the "weight-mile tax". The weight-mile tax, in its barest essence, is simply a tax on a vehicle which is computed by the combination of the weight of the vehicle, times the number of miles that vehicle travels, the theory behind it being that the heavier the vehicle, the more expensive the road which is needed to carry it, and the greater distance it travels, the more maintenance is required to keep that road in shape.

This weight-mile tax has been applied in some of the states of the United States, I cannot say successfully, and I will not say unsuccessfully. Frankly, I do not know as yet.



We had a Mrs. Long come before the Committee in Toronto. She very kindly came from New York State, and gave us a run-down of the tax in that state.

We also studied the weight-mile tax in Ohio, where they have it in effect.

We intend to do a great deal of investigating of the weight-mile tax in the next six or seven weeks, and we will include some recommendation in regard to that in our final report, but I think I can speak for the Committee when I say that we have done so little on this, although we have considerable information on it, that we have not had an opportunity to discuss it amongst ourselves. It seems to be simply another form of highway-user taxation.

Unless there are any members of the Committee who would like to say anything I may have omitted, that is roughly our story, our background, what we have done, why we are here, and what we are hoping to receive in the way of briefs or recommendations anyone cares to present, and to endeavour to answer any questions which may occur to anybody who is present.

If there is any member of the Committee who would like to enlarge on what I have said, or add to it, we will be glad to hear them. I think I have expressed the feelings of the Committee generally, but



any member is free to speak as he wishes, of course.

I think this is one road which belongs to Windsor particularly, and that is why I made my comments this morning.

MR. REAUME: I had hoped we would have somebody here today representing the people of Windsor, either the Mayor or a member of the Board of Control, or an Alderman, first of all, to extend a welcome to you, and to outline the official attitude of the people of Windsor, -- if there is an official attitude, and I am not so sure there actually is. It has been expressed in the press very often, and there have been several articles appearing in the newspapers opposing the general principle of toll roads, and I am not so certain, of course, that expresses the true feelings of the people of Windsor, and I think the proper thing to have done was to have some member of the Council draw up a brief, inasmuch as we have received a number of briefs in other places. However, that is not so in Windsor. Windsor has taken no official stand, as I understand it, either for or against.

I think the only thing we can do is to go on with our hearing without having an official brief either for or against, and to hear any representations any interested parties may wish to make, either in favour of





or opposed to the general principle we have in mind.

I have spoken with people up and down the streets of Windsor, representing all walks of life. I have found some who favour the idea, and some are opposed, but for me to give an official expression, or an actual expression of the feeling of the people of Windsor, I do not think I would be able to do that.

Reverend Mr. Davies is here, and he gets around as much as I do, and I am sure we would like to hear from him, and I think he may be able to express something in regard to the feelings he has heard.

I have nothing further to say, except that we are happy to have you here, and we hope you will like Windsor. You all look bright-eyed this morning, so you must have gotten to bed early last night. Perhaps I should not even speak about that.

REVEREND MR. DAVIES: I do not think I have anything to say. I do not know very much about toll road as I have never ridden on one, but I think with the improvements which are taking place in our provincial system, that the traffic is being handled as well as can be, considering the terrific increase in the number of automobiles on the road.

However, I do want to join with Mr. Reaume in extending a very cordial welcome to all of you.



Some of you may not have been in this part of the country before, and perhaps are rather amazed that we have such a fine city, and very fine farm land surrounding it, and all in all, we have some very fine people.

I wish you could stay here for two or three days, in order that you might get to know some of us a little better in our own homes.

I would agree with you, Mr. Chairman, that a toll road from Windsor to Fort Erie would be really for the convenience of the American tourists. We want to encourage all the tourists we can , but it would be just a connecting link, a short-cut from Buffalo to Detroit, instead of them having to go all the way around Lake Erie. Then with Highway No. 3 coming along as it is, we hope the situation will be very much better. It seems to be a fair chance of it being supported well by the riding public.

May I ask this question?

THE CHAIRMAN: Certainly, Mr. Davies.

REVEREND MR. DAVIES: Is this Committee constituted to authorize the building of a toll road by a private concern, or is that part of your investigation, or is it planned, if there are toll roads, for the province to build them?



THE CHAIRMAN: We were approached by one group which was interested in a toll road between Fort Erie and Windsor, and their **proposition** was they would raise the money privately, build the road, operate it on a self-liquidating basis, and when it was completely paid for, they would turn it back to the province as a freeway.

When their representatives appeared before the Committee, they made two stipulations; first, they wanted the provincial powers of expropriation in order to acquire the rights-of-way.

As you can understand, to require a right-of-way through that particular portion of Ontario would be very costly, and a very, very disturbing factor, because it would embrace extremely valuable farm land --

REVEREND MR. DAVIES: We had enough trouble expropriating for Highway No. 401.

THE CHAIRMAN: Secondly, they laid down as a condition for building the road that they would require the full deficiency guarantee on their bonds from the provincial government.

If you put the two factors together, the question we asked them was, "Why should we not do it ourselves, if you want us to provide you with those two major things?".





MR. REAUME: There was also the question of the Provincial Police policing a private road. '

THE CHAIRMAN: We kept that in our minds. That was referred to in Recommendation No. 5, which we made to the Legislature last March, and which read:

"That no consideration be given to the construction, operation and maintenance of toll roads in the province by private companies."

In other words, we feel that any road of this type which may be built should be integrated -- which is a word I dislike intensely -- that is, should be made a part of our provincial highway system, and we feel there is no place for such roads to be built and operated by private enterprise.

These roads are in the nature of public roads, the same as any other highway. A toll road is simply another method of collecting money to pay for it.

REVEREND MR. DAVIES: It is a luxury road.

THE CHAIRMAN: Yes, in some respects. In other respects, perhaps not. So we are not in favour of private enterprise building roads in this province.

MR. MacDONALD: May I, before hearing your comments with regard to this suggested road from Windsor to Fort Erie, say that quite frankly I agree, and I think the Committee was unanimous, that the proposition



of it being handled by a private group was not an acceptable one. But my impression was -- and perhaps I like a majority of the Committee, looked with favour a year ago on a road which would run from Fort Erie to Windsor. The argument was that the Americans would be paying for it, so why should it not be built?

Now, your suggestion this morning is that the Committee is not in favour of it at all.

THE CHAIRMAN: If I said, "I am not in favour", perhaps I had better take a different approach.

MR. MacDONALD: I think it raises a problem in terms of our procedure, if we are going to come to any conclusions.

One of the conclusions in the report was that we could come to no decision regarding an area without a feasibility report. I hasten to say that I agree with you. I do not think there is any place for a road here, because the Americans could very easily cut it off. But the question is regarding the procedure as to how we reached that conclusion.

I was interested in reading the Chatham paper concerning Highway No. 401. They said it was announced by the Committee that Highway No. 401 would be completed in ten years. I do not think we can say that absolutely



and dogmatically.

THE CHAIRMAN: I do not think we did.

MR. MacDONALD: These portions of Highway No. 401 which are of the highest priority to meet the greatest need, because of the volume which would develop with a four-lane, non-access road, and I think by 1960 it will be finished, I think from Toronto to Kitchener, and linking up with the by-pass around Woodstock and London now. And the areas which conceivably still remain unfinished at the end of ten years, are areas which really do not justify the building of the road from the volume of traffic available, but would only be links across the province.

MR. AULD: It will have an economic benefit, when it is completed.

MR. ROOT: In our report, it was pointed out there was a backlog of \$970 million, and that backlog will not be lessened, but will increase.

How can you say that in four years, the major sections of Highway No. 401 are going to be completed if we are going to take care of the backlog in other parts of the province?

MR. MacDONALD: Backlogs and new highways are things which have to be looked at relatively. Conceivably, some of the backlog is not as urgent as some





new highways. Of course, there are some areas where there is need of it. We found that situation in the Kitchener area, because of their inadequate railway facilities, therefore, there is a greater need than in other parts of the province.

MR. ROOT: I do not think it should get into the press that we will have a four-lane highway built from Toronto to Kitchener in the next four years. I have not heard any plan suggesting that it will be finished in four years.

MR. MacDONALD: By the same token, I have not heard anything which would justify it being completed in ten years.

The thing I am worried about -- and this is no criticism of anybody -- is that we have listened to three different groups who are interested in getting this road through, and they accept a toll if it is a means of getting the road finished, and doing it rapidly.

I think there is reason to believe that no part of Highway No. 401 will ever be tolled -- for a great many reasons -- which raises the problem, what will you do with other parts of it, and the political factor and economic factor, which some of us have been discussing privately, make it appear that if you toll Highway No. 401, the trucks will get off of this stretch



east of here, and get on the other existing highways, and, therefore, Highway No. 401 would be made exclusively, or for the most part, for motor traffic.

But, quite apart from other things -- of which I will not go into detail - -

THE CHAIRMAN: I think your point is well taken. The whole problem can be over-simplified. It is very easy to say that a toll road might be a solution, but there are so many additional factors in the situation.

MR. REAUME: We must remember that there are loads of freight going out of Windsor to the east. They generally are big and heavy loads, and there would be the factor of the load limit.

I do not think these secondary roads can stand the abuse they would have to take, by reason of the fact of the amount of tonnage which is carried by these trucks, and I think if you had a free road and a toll road, most of the trucks would travel on the toll road. I think perhaps you would find that to be the fact.

MR. MacDONALD: Tied in with that, was the suggestion made yesterday that you could force them by different weight levels. I think administratively that raises a problem --

MR. REAUME: I think the proof of it is there



now. The heavy loads use No. 2 and No. 3, and have knocked those roads all to pieces.

THE CHAIRMAN: But the fact remains, Mr. Reaume, that, left to their own devices, and permitting them to use or not to use a road, as they see fit, if the passenger cars were to use the toll road, it might very well leave Highways No. 2 and No. 3 free for the truck traffic.

I think we have something of a parallel -- perhaps not exactly -- in the state of Ohio, where they have two state roads more or less paralleling a toll road, and they did run into practically a boycott of the toll road by the trucking industry.

After the completion of the toll road, the motoring public took their cars off the freeway, and left the freeway with relatively little traffic, and the trucks took advantage of that situation.

MR. REAUME: That is quite true. I was one of those members of the Committee who, when this brief came out about this private company wanting to build a road between here and Fort Erie, first of all I was opposed to that, and I did have the idea at that time of the province doing it because, (a) if it was built by a group of private financeers, and if it was a good-paying proposition, and if it was the thing we ought to





have anyway, then I could not see where there was much wrong, if they were going to make money out of it, in our making that money ourselves.

But after visiting in Ohio, and seeing certain things, I think we all learned something, and I thought, after that trip, that having a road between here and Fort Erie running in opposition to the toll road, as they had in Ohio, it might be a good means of both of us "going broke".

THE CHAIRMAN: I suggest to you **they would** protect themselves.

MR. REAUME: I do not think there is any question about that. They would make some changes in the rates, and things of that sort, and we would be the people who would be hurt by it.

So my thinking on that one road, changed after that trip.

MR. ROOT: I think the whole problem **is** trucks not using the toll road, but private cars using it for economy. It would pay a private car to use it, that is, over a road where he is saving time and saving expenses in other ways. That is, there would be a saving in time which would more than make up for the rate he is paying.

The rate they charged the trucks and the



little time they saved in that level country, really made using that road of no benefit to them.

The only thing which could be applied was the weight level. There are very few streets in Toronto you can drive a big truck on. We are limited to one-half loads in many parts of the province at certain times of the year now, and that principle could be established for county roads and ordinary highways.

I think it is a matter of administration and I do not think any of us can forecast what the administration will do.

MR. REAUME: The only thing is we have had a report from the Treasury, and that would indicate from time to time that the money available for the construction of roads is just not there, so I think the primary purpose of the Committee in the early stages was to do what we could -- if we could do anything at all -- in assisting the government to get some money to make certain we got the type of roads the people needed and wanted.

MR. AULD: That brings up a point with which the other members of the Committee may not agree wholeheartedly.

For the sake of argument, let us say that



Highway No. 401 was made a toll road, and again for argument's sake, let us say it was made self-supporting. I do not think that solves the problem facing the province, insofar as the construction of roads is concerned. It might be a partial solution.

We have discussions, but we do not always agree on whether revenues will catch up to expenditures, and so on. We have a considerable highway debt which is increasing proportionately much greater each year, and as the Chairman has mentioned, many times the problem of taxation to raise highway revenue is one which needs constant study, and to go back originally to it, it seems to me toll roads might be a solution, to build Highway No. 401, and perhaps other roads, in a very short length of time, but we will still be faced with quite a problem as far as our roads are concerned under our present system of raising revenue.

THE CHAIRMAN: Perhaps we can move on from that, Mr. Auld, and see if there is any expression of opinion as to the completion of Highway No. 401, and what the completion of it might mean to this district.

There is a stretch from here to Tilbury. How important is it to the Windsor area if that road were continued to link up with the London by-pass, and eventually be continued to Toronto, and then





continue it on to the border of the province of Quebec?

MR. AULD: If I may interrupt; the words "eventually to the Quebec border" are the words which worry us down our way.

MR. MACKENZIE: Have we not a figure of the parts completed, and the parts shortly to be completed?

I think it would be very useful to have that information.

MR. REAUME: I think from the answer to the question asked by the Chairman -- first of all, let me say that Highway No. 401, as it comes into Windsor, and the part which is now open, is a wonderful highway. There is no question about that.

The importance of getting this finished to a city such as Windsor is great, because when you think of the fact that many industries -- I do not know how many, but some -- have moved out of Windsor, I think the primary reason they have moved out of Windsor is because they are trying to get into the heart of the consumer district within a radius of 100 miles, let us say, from Toronto, and one of the great reasons is because of the freight rates, and the time it takes to get things from here to there, and back again.



So I think to heavily-industrialized towns -- such as Windsor -- if they are going to go on, and have adequate roads and highways from here to the east, it becomes a very important problem.

Maybe we should not build them in many places in the province, but the matter certainly deserves and needs very close study, and if a city at the end of the line has an adequate system of roads leading to other parts of the province, that would be adding to the expansion of our industry. Otherwise, I think we are in bad shape.

Many people have reasons of their own as to why industries have moved out of Windsor, and I think that industry itself has pretty well stressed from time to time, why they have moved out.

I cannot stress too much the importance of what a real, adequate road system out of Windsor, really means. You would only have to speak to the heads of our large companies, such as Chrysler and Ford, who have many, many times expressed their opinions of how important it is to get these roads in proper shape, so they can do business in and with other parts of the country.

MR. AULD: The Parke Davis Company, which moved to Brockville, picked a spot right next to Highway



No. 401.

MR. REAUME: I was talking to some of the people up there, and I told them that Brockville, next to Windsor, was the finest place in the province.

THE CHAIRMAN: Plus London, and Orton, and Belleville, and perhaps a few others.

REVEREND MR. DAVIES: We have only the two roads now, Highways No. 2 and No. 98. Eventually, you get into the bottleneck anyway.

As far as trucking is concerned; Windsor is a heavy-truck town, and with all due respect to Tilbury, which is not really a heavy-trucking town.

Highway No. 3 goes from Windsor to the Niagara Peninsula.

Going east, we have only one highway, and that is Highway No. 2. Highway No. 98 is just a secondary road, it runs into Tilbury, and then it is finished. I do hope that before long, they will start another road. We can use another road out of Windsor besides Highway No. 401.

THE CHAIRMAN: Let us have that finished first. That is the type of expressions of opinion for which we are angling, and that is why we are here.

MR. MacDONALD: It is a very nice problem, because in this highly-competitive priority for finishing





Highway No. 401, I think I am correct -- and Mr. Macnee can correct me if I am wrong -- that the gap between Tilbury and London is the section with the least density of traffic you can find along the road, and on that basis, the priority would be less, and when we face the problem which Mr. Macnee has outlined, having done the work in bits and pieces, they are of limited value, if they are not integrated.

The main value is not from the local traffic, because it is in a less heavily travelled portion, and perhaps would have the least priority on Highway No. 401.

MR. REAUME: The real reason that Highway No. 401 is not being finished in a hurry, is because we have not had the funds to finish it. Right?

THE CHAIRMAN: That is quite correct.

MR. ROOT: There is a thought which is going through my mind. Certain areas are willing to accept tolls, if that will speed up the construction of the road. That was mentioned a year ago, and we sensed it in Kitchener, but the farther west we come we meet with increased indifference, and I think we have reached the culmination here in Windsor, where no officials have seen fit to appear. Is there any explanation of the fact that at Kitchener they are concerned with getting traffic in and out, but the further west we



come, the less interest is shown, perhaps from a municipal level.

MR. REAUME: I cannot say. Reverend Mr. Davies is here, we are both from Windsor --

MR. ROOT: I mean municipally.

THE CHAIRMAN: We found a great deal of interest in Kitchener, but it is in a very different situation. They are very dependent upon roads, because they have not very good rail connections, and they are very dependent upon truck transportation by their industries, and for getting out the consumer goods, for the area as a whole.

REVEREND MR. DAVIES: What about London?

THE CHAIRMAN: Not a great deal of interest. That is my riding, but it is pretty well served by rail. We are well served from a highway point of view.

MR. REAUME: I have no exact figure, but I would venture this guess, that for every ton of freight going out of Kitchener by truck, there are five tons going out of Windsor, so we ought to be interested in it.

REVEREND MR. DAVIES: Yes. If you would drive from Chatham to Windsor around six or seven or eight o'clock at night, you require the nerve of a



canal horse. The parade of trucks is just endless.

THE CHAIRMAN: We have one gentleman here. Perhaps he would like to make a contribution to our deliberations. If so, we will be very happy to hear from him.

G O R D O N C L I C K N E R,

from Belle River, Ontario, appearing before the Committee, but not being sworn, deposes and says:

BY THE CHAIRMAN:

Q. We would be very happy to hear anything you may care to say, Mr. Clickner.

A. I have been a resident here for considerable time and have run a garage for twenty years, and I believe ours is the most travelled road in Canada, and I think it is very smooth.

I travelled over Highway No. 401, and I was a little bit disappointed. The road is not entirely smooth; it has not a smooth surface. Is it anticipated putting a smoother surface on Highway No. 401?

BY MR. REAUME:

Q. I was out there Monday. I went into Comber and back again on Highway No. 401. I agree with you it is not perhaps as smooth as it might be. No. 2 is





paved with asphalt, of course, the other is not, but in the main, I must say that Highway No. 401 is a wonderful highway.

However, I agree with you it is not as smooth as Highway No. 2.

A. It has not taken a tremendous amount of traffic from Highway No. 2. It is not noticeable. That is my opinion. I may be wrong. My idea would be there should be more response to Highway 401, but for some reason there has not been. What the reason is, I do not know.

Perhaps it is because you have not ample entry from the Windsor area. Is that right, Mr. Reaume?

Q. That could be. That was opened up at the end of the tourist season.

A. It is not on the map as yet.

Q. That could be, because it has only been opened for about two weeks.

THE CHAIRMAN: It is on our official road map.

MR. REAUME: There are plenty of people in Windsor who do not know that Highway No. 401 has been opened.

THE WITNESS: I have heard many people say



that "if I wanted to go to Tilbury or Chatham quickly, I will take Highway No. 2". The new road is a beautiful road, and I wish it every success, but that is what I have been told.

MR. REAUME: I was out the other day , as I say, and I went to Comber, and I did not observe any officers of the law around, and I got to Comber and back again quite quickly, and for that reason, I thought it was all right.

MR. AULD: Maybe it is not on the maps as yet.

MR. REAUME: I hope they keep off of it.  
---The witness retired.

MR. ROOT: To follow up what I said before, and from what the gentleman (Mr. Clickner) has said; as a member of this Committee, I am going back with the feeling that municipally and business-wise, this area is not too concerned with Highway No. 401, and they are willing to wait to have it finished as a free road, when it is available, perhaps going east to Kitchener, and on down to Montreal, and then coming back again this way.

THE CHAIRMAN: Get on your feet and answer that, Mr. Reaume.

MR. REAUME: I do not know whether Reverend Mr. Davies would agree with me in this statement, but I think there are two things, (a) you must have this



road finished, and (b) the people of this area would like to have a freeway if possible. Who would not? And, (c) if it becomes apparent to the government of the day that there is no other way of getting this road finished in a hurry, because, quite frankly, we have not the funds with which to do it, then I think -- and I am speaking for myself primarily -- that people would agree to the tolling of this road, if there is no other way of doing it.

I do not know whether Reverend Mr. Davies will agree with me on that statement or not.

MR. ROOT: It is running through my mind that if nobody is concerned, and there is no urgency --

MR. REAUME: There is urgency.

REVEREND MR. DAVIES: I do not think the Committee should get the impression, because there is not a large delegation here, that the community basically is not interested.

I think perhaps if you had been here three or four months ago, before Highway No. 401 was opened, you would have had a much large attendance.

We are now in the position that we have Highway No. 401 from here to Tilbury. That is a start, and what the people of this area were looking for and now have received.





As I say, if you had been here three or four months ago, you would have had a very different situation.

MR. REAUME: I think that is right.

REVEREND MR. DAVIES: We have this "super-highway" or whatever you want to call it. Kitchener has not, as yet. They are in the position we were in six months ago.

MR. ROOT: But the road still leads nowhere.

REVEREND MR. DAVIES: It is leading somewhere all right.

MR. YAREMKO, Q.C.: It may be that the people of this community are not fully aware of the tremendous cost to the province of Highway No. 401 on from here to London, and from London to Toronto, and east to the Quebec border, and they may be acting on the assumption that they have seen a particular stretch of highway built in a fairly short period of time --

MR. REAUME: Yes, very rapidly.

MR. YAREMKO, Q.C.: They may be under the assumption that the remainder will be proceeded with in as expeditious a manner, not knowing that it just cannot be done, because of the shortage of funds.

For example, if another year goes by, and a great number of people are using Highway No. 401, and



have become accustomed to it, they will be very disappointed when they get to Tilbury and have to get off of Highway No. 401, and go back on Highway No. 2.

THE CHAIRMAN: Let us face it. They will not get the greatest use of it until it is projected beyond Tilbury.

MR. REAUME: That is true.

MR. MACKENZIE: I see there is a by-pass, going around London, Ingersoll and Woodstock, a stretch of 34 miles: what will be done with that?

MR. ROOT: Perhaps I should not have said that. If we are to toll Highway No. 401, we should start where the traffic is heavy, and the people are interested.

MR. REAUME: You are just giving us a "rub".

MR. ROOT: My mind is still open.

THE CHAIRMAN: I think I will keep silent as Chairman, and allow you to battle it out.

MR. REAUME: I realize there is not a large number of people here today to speak for or against this thing.

I was wondering if we could ask our Secretary to write to the large industries of Windsor, asking them -- they are not here; perhaps they are busy; maybe they did not even hear about this meeting -- but would



it not be a reasonable thing to write to the Chamber of Commerce, the trucking industry, the Ford people, the Chrysler Corporation, and others --

MR. ROOT: What about the City Council?

MR. REAUME: Yes, include them, too.

MR. COLLINS (Secretary): We did write to them.

MR. REAUME: What did they say?

MR. COLLINS (Secretary): We received no replies.

THE CHAIRMAN: We must draw what conclusions we may.

MR. MacDONALD: I think we should adjourn for fifteen minutes and let Mr. Reaume take a taxi and go up and get them.

MR. SANDERCOCK: Perhaps they have their own opinion of it, and that is the reason they are not here. They figure here the people should carry on from this end, and go through with it.

MR. REAUME: I would like to meet my colleagues in a corner of the room and have a little talk. I think we may be able to agree on some sort of action that we might take. I think it is important we get some briefs on our files from the large industries --

REVEREND MR. DAVIES: That is right.





MR. REAUME: I think perhaps it is simply a mistake. I do not know whether they knew we were going to meet. But the Windsor "Star" wrote it up properly, and there have been editorials in regard to this subject, and we hate to think that people such as the Ford and Chrysler --

THE CHAIRMAN: I would be happy to ask our Secretary to write, if you will give us a list of the industries you would like to hear from.

MR. REAUME: That can be arranged with Reverend Mr. Davies.

THE CHAIRMAN: I would be happy to have their opinion requested, and their replies can be included in our records.

REVEREND MR. DAVIES: It is possible that industry has not been notified, and just are not aware that you are sitting today.

MR. REAUME: I remember reading a number of speeches made by Mr. Rhee Sale, and "Ed." Rowe, where they spoke of this very thing, and how important it was to get a system of roads out of Windsor, and I can remember many times these men making that statement, and I think if we were to write to them and ask for an expression of their opinions, we would receive strong



replies regarding the urgency of this thing.

MR. ROOT: They are much more interested around Kitchener than they are here.

MR. MacDONALD: I think that is a very curious thing. Here there is a paper which is opposed, and Mr. Reaume has been in favour of it, and here in Windsor we have nobody present to resolve the conflict of views.

MR. REAUME: My view, quite frankly, is that a toll road is purely a question of finance. I am like a good many other people. If I can get something free, I do not want to pay for it.

But as a last resort, I think that this province needs to provide an adequate, up-to-date system of highways, and if there is no other way of getting it than by tolling some of our roads, I would "go for" the idea.

Mr. MacDonald should not bring up the point that the paper is on one side, and I am on the other.

MR. MacDONALD: But it is still factual.

MR. REAUME: Not always.

MR. ROOT: Maybe it is like the other situation. We can draw our own conclusions.

MR. AULD: Since we are in Windsor, where the Windsor "Star" has not been an ardent supporter of toll roads --



THE CHAIRMAN: That is the under-statement of the day.

MR. AULD: -- we should not lose sight of the fact that there are places in the province where some people -- not all of them -- have the view that a road built to the standard of Highway 400 and Highway 401 should be a toll road, because it is a better road than they are anxious to have.

MR. ROOT: I think the roads financed by the gasoline tax prove that the poorer the road, the more gas tax the motorists pay. The curves have not been taken out, and the roads are receiving the least attention, and yet they are producing the highest amounts in gasoline taxes.

MR. AULD: Driving over a gravel surface as opposed to a paved road, has shown that the consumption of gasoline is about 10 per cent. less on the paved road.

MR. MacDONALD: I think some of the people who are driving on roads carrying many thousands of cars per day are not getting better roads than the people up in the country who do not have a thousand cars a day. It has sharp bends, and in some places is dangerous, and the danger becomes greater if you have, for instance, 88,000 cars per day on it.

MR. AULD: But a road could be built to carry





that number of vehicles for a considerably less amount.

MR. ROOT: My point was the question of economics. You do not get the gas mileage on the poorer roads, so you are paying more gas tax per mile.

MR. MacDONALD: If you get on Highway No. 400 on a Sunday night, and are driving bumper to bumper, you do not get a much increased gas mileage.

MR. REAUME: I think you can get a better motoring service on two lanes, which is not crowded, than on the four-lane highways which are crowded.

We have many two-lane highways in the province, which are giving the public better service and more gasoline mileage than they would get on a superhighway.

MR. AULD: I think that refers to the Queen Elizabeth Way, which is the most travelled road in the province. I do not think you can consider that a highway. It is a suburban expressway.

It is not comparable to any other four-lane highway in the province of which I can think. Probably Mr. Macnee might disagree, but it seems to me it is in a class by itself.

MR. MACNEE: It carries a tremendous amount of through traffic. It probably has an average trip length considerably greater than any other road in the province.



One section from Oakville to Toronto, you might call a "suburban road", but from there, your traffic count shows that 12,000 or 15,000 cars are going a longer distance.

MR. AULD: That part is not controlled-access?

MR. MACNEE: I do not know whether the Toronto by-pass is any different from the Queen Elizabeth, whether it is worse or better, it was only opened two weeks ago.

THE CHAIRMAN: It runs in my mind that this Committee might give consideration to toll roads where no roads presently exist, particularly in the Toronto-Hamilton-Niagara Falls area. Perhaps there is room for new roads, which are not being planned at the present time.

Perhaps we should consider that from a toll point of view, rather than confining ourselves to a consideration of Highway No. 401.

MR. SANDERCOCK: It sounds like a good statement.

THE CHAIRMAN: In the traffic figures we have been given by Mr. Macnee, in five years we will require another road from Toronto to Hamilton, in addition to Highway No. 401. The handwriting is on the wall right now.



Five years is not a long time to plan the type of road which will be required.

MR. MACKENZIE: It is hard to realize the traffic which will be using it at that time. At present, it is bumper to bumper during the rush hours. It is a continuous stream of traffic going both ways.

I think that section is the most travelled road in Canada.

THE CHAIRMAN: We will be in the Hamilton area in due course, but the idea sticks in my mind that is an area which might be well served by a high-speed, controlled-access toll road.

MR. MACKENZIE: The new one?

THE CHAIRMAN: Yes. Even today it is not on the Planning Board. I think it will be required, whether it is tolled or not. There will have to be a road.

Gentlemen, is there anything further to bring up at this time?

MR. REAUME: There is one thing I think should be said for the information of the people here in Windsor. I notice that the representative of our local press is gone, and I wanted him to get it.

I would think that Windsor would have been an appropriate place for Mr. Hastings to make an





appearance, because he has been quoted in the local press from time to time, inasmuch as he was very much opposed to toll roads.

THE CHAIRMAN: He was completely disowned by the Kitchener Automobile Club.

MR. REAUME: I do not think we can get much value from him or what he has, inasmuch as no executive officers have said they are associated with him in his ideas, and at this time, when everybody is trying to form an opinion as to whether they are for or against, we should know that Mr. Hastings was only speaking for himself.

MR. ROOT: I imagine, from what we heard in Kitchener, when they have their annual meeting of the Motor League, that problem will be solved.

MR. REAUME: I mentioned that, because he has been quoted here quite frequently as the official spokesman for the League, when apparently he is not.

MR. AULD: He may be the official spokesman, but he is not saying what the League would like him to say.

MR. ROOT: I think one of the directors of the Association said that he contacted Mr. Hastings about what he said, and he based his brief on a motion passed several years ago, which never had been rescinded,



and he went ahead and wrote the brief.

MR. REAUME: I think everyone will admit that things are changing.

THE CHAIRMAN: On that light note, I think we can adjourn this meeting.

May I express our thanks to you, Reverend Mr. Davies and Mr. Reaume, for coming here this morning. Even though there has not been too much representation from your local people, I have found this a very interesting meeting, and I have enjoyed the ideas which have been tossed around.

MR. REAUME: I want to make a statement I made in your absence. I thought that perhaps Mr. Hastings -- that Windsor would have been the proper place for him to make an appearance, inasmuch as he appeared before our group in Toronto, and expressed on behalf of the Motor League, his opposition to the principle of toll roads, and we have found out since that he apparently was only speaking for himself, and that the executive members of the League are not in any way associated with his thoughts.

Is that not true?

THE CHAIRMAN: We can only say that there was a representative of the Kitchener Motor Club, which is affiliated with the Ontario Motor League, who appeared



before us, and dissociated himself completely with Mr. Hastings' remarks. I think that is a fair statement.

MR. AULD: He is a member of the Executive, and he said he had never been consulted.

THE CHAIRMAN: He spoke definitely in favour of toll roads.

However, as far as the Committee is concerned, I do not know whether it is a matter of too great importance. I do not think we will concern ourselves in an intra-Motor League fight. They can fight it out themselves. We only know what happens in front of us.

The fact of the matter is that Mr. Hastings appeared and most definitely opposed toll roads. We have had a representative of the same organization appearing, and dissociating himself from Mr. Hastings' remarks. What the Motor League chooses to do about it, is none of our business, but that actually happened.

MR. REAUME: The reason I mentioned it is that he was quoted in the press as having spoken for the League, and that apparently is not so.

---His Worship Michael Patrick, Mayor of the City of Windsor, now in attendance at the meeting.





THE CHAIRMAN: Mr. Mayor, we had just about reached the winding up of our meeting here.

If there is anything you can tell us, or anything you would like to know, we would be very glad to hear you and to discuss the matter with you.

HIS WORSHIP MAYOR PATRICK: Mr. Chairman and gentlemen; I want to apologize for arriving late. I am a bit surprised that Mr. Eric Wiley is not here. I was under the impression he was to be present.

I knew, by reason of the fact that our City Council took no action, that we would not have a direct representation from the City Council. This matter was discussed on two occasions, first, directly to City Council, at the regular Council meeting, but at which time very little discussion took place.

It was immediately referred back to a committee which in turn dealt with the matter the following week, at which meeting I was not present, but I have learned that the result of this committee meeting was to the effect that they decided not to take action, in that it appears from the discussion which took place, there were only a couple of opinions presented.

With respect to one Council member, he felt that if we had a toll road, in essence, we would be discriminating, in that those who could afford it



would ride on the toll road, and those who were in no position to pay the fee, would have to use a second-class road.

MR. REAUME: One road for the rich and one for the poor?

HIS WORSHIP MAYOR PATRICK: That is right.

THE CHAIRMAN: It seems to me I have heard that before, someplace.

MR. REAUME: Yes, in the early stages.

HIS WORSHIP MAYOR PATRICK: The only favourable remark, as I understand it, is perhaps it would more or less get the traffic which would be using the roads, despite the fact that they are paying high license fees, and so forth, and provide them with a better road.

But no doubt these same vehicles would perhaps tear up the road more than the average type of vehicle, with the result, it was felt they should pay for them.

MR. REAUME: Actually then, the Council was neither for nor against?

HIS WORSHIP MAYOR PATRICK: That is right.

MR. REAUME: That is the status quo?

HIS WORSHIP MAYOR PATRICK: Yes.

THE CHAIRMAN: We found the same thing in the City Councils in Chatham and London. They were not prepared to speak either for or against it. Even



the Transport Association did not present a brief, because of lack of unanimity as to whether they would be pro or con.

It is a complicated subject, and it is understandable that any organization might find it difficult to deal with it in black and white, so to speak.

MR. REAUME: The only thing is we are a fact-finding group and are having a hard time finding the facts.

THE CHAIRMAN: We are serving two purposes in our tour, (a) we are looking for information, and (b) we are trying to arouse some public opinion so we can get some sort of opinion from the citizens of the various areas, and our work is partly missionary at the present time. What we are doing now may bear fruit later on.

It is remarkable that in the Kitchener area, where you have a municipality very dependent upon the trucking industry, because they have not good rail connections, there was a great deal of interest because they want the road -- period. I think it is a fair statement to say that was the consensus of opinion. If they had to pay for it in the form of tolls, they were prepared to do so, if they would get the road between Kitchener and Toronto in a hurry.





MR. MacDONALD: Mr. Chairman, would you put the question to His Worship the Mayor about which we were discussing earlier, because of the shortage of funds and the high priority of Highway No. 401, the people in this area would be willing to pay a toll to assist in building the gap from Tilbury?

HIS WORSHIP MAYOR PATRICK: Without giving it too much thought, my answer is this: in view of the tremendous amount of money spent, for example, on highway expansion and the Seaway development, why is it then absolutely necessary that money must be obtained by other means in order to provide for proper roads?

MR. REAUME: I do not think you "got" the question properly. You are answering his question by asking another.

Earlier in the meeting we were speaking of whether or not in the minds of the people of Windsor, the completion of this road was an important issue, and whether or not it was urgent, and whether or not industry in the community and the people of Windsor thought it was so important that, first of all, if we could not get the money -- if the province did not have the money; perhaps that is the way to put it -- and this road could not be finished for a long time, would the people of Windsor, and industry, think it was so important that



they might agree to this question of toll. That was the question.

HIS WORSHIP MAYOR PATRICK: My answer to that is this:-- and it is a personal opinion; I feel that the people, if they were provided with an explanation as to why funds were not available, and it was absolutely necessary to wait for a long period of time for the completion of this roadway -- I feel they would wait.

MR. MacDONALD: They would wait rather than support the idea of tolls?

HIS WORSHIP MAYOR PATRICK: Yes.

MR. REAUME: That is not in keeping with the thoughts of the heads of industry in Windsor.

HIS WORSHIP MAYOR PATRICK: That was one reason why my answer was put that way. But I stress the fact that there would have to be a good explanation as to why there are no funds available, because of the tremendous road work being done in and around Toronto. If that work is done there, then apparently we have no money to finish the work elsewhere.

MR. REAUME: The best explanation I have heard is that the Treasurer of the province has stated publicly we just have not the money.

THE CHAIRMAN: We should also think about where



the incidence of the gasoline tax falls most heavily, which is in the Toronto area.

I have not seen a breakdown of the figures, but I would be of the opinion that the Toronto area pays more than it receives.

MR. YAREMKO, Q.C.: I made a statement on that yesterday, that the people of Windsor and other areas should become familiar with the situation, when they are assessing the highway construction going on throughout the province.

For instance, in the Toronto area, in regard to the Toronto by-pass, there is a stretch of road which carries 88,000 cars a day, and the Queen Elizabeth Way on a Labour Day week-end, has carried 220,000 cars and they are travelling in and around the Toronto area.

If you take the gasoline tax which these particular 88,000 cars generate almost every day, and take figures comparable to 220,000 on a week-end, it boils down to about 56,000 daily, and you can imagine the gasoline tax which is generated in that area, and which is being used for the benefit of the people of the province of Ontario, and, as I have stated, properly so, because Toronto depends on all the roads which lead into and out of Toronto.

HIS WORSHIP MAYOR PATRICK: Are you referring





to the Queen Elizabeth Way in particular?

MR. YAREMKO, Q.C.: Yes.

HIS WORSHIP MAYOR PATRICK: The stretch between Hamilton and Toronto?

MR. YAREMKO, Q.C.: That is an old highway now, but there is the Toronto by-pass -- a portion of Highway 401 -- which was built as a four-lane highway, and which was found, after it was opened, that this particular stretch was not built to carry the amount of traffic using it, and is far less than is required.

They need a six-lane highway now. It cannot begin to tackle the traffic that is on it.

HIS WORSHIP MAYOR PATRICK: Are all the highways in and around Toronto being used as heavily?

MR. YAREMKO, Q.C.: Mr. Macnee put the matter very nicely, when he said that in and around Toronto, you could build a highway from anywhere to anywhere and it would be used to capacity very shortly after it was opened.

THE CHAIRMAN: We might ask Mr. Macnee to elaborate on that figure of "88,000".

MR. MACNEE: We made a study of the Toronto by-pass, the original section, from Bayview Avenue to Highway 27, and we found that on an average day, there were 88,000 different cars using that road. That does



not mean there was a traffic problem at any one point. It ranged from approximately 45,000 down to as low as 30,000 cars a day at any one point, but there were 88,000 different cars using that road each day.

THE CHAIRMAN: That is, taking an average of a seven-day week?

MR. MACNEE: It was based on an average week day.

THE CHAIRMAN: What is the rated capacity of the road? I am asking that question for my own information.

MR. MACNEE: A four-lane divided highway which, in the normal peak hours, would be possibly 35,000 cars a day, which would be the practical capacity. But that is distorted in that you do not have a finite peak hour; the peak hours are spread over several hours, which distorts it, but the average capacity is 2,400 cars per hour in one direction, and every morning, between Yonge Street and Avenue Road, it runs between 3,000 and 3,120 cars, so it is definitely above capacity.

MR. AULD: If I might ask a question; at that time, I think it was not a by-pass. I do not know how many cars there would be going around Toronto, that is, they would start in Toronto and go east --



MR. REAUME: That is true.

MR. AULD: Have you made any studies now of the number of cars which get on it on the west side of Toronto and go right through to Newcastle --

MR. MACKENZIE: It is worse than ever.

MR. AULD: Is it fulfilling the purpose for which it was originally designed?

MR. MACNEE: We have not as yet made a study. We are planning one. The road has not been opened long enough for us to make any realistic study, because everybody is trying to ride out to see whether it is worth using or not.

If we studied it today, we would probably get information which would be actually meaningless.

But on the section which was originally opened, our studies indicated that about 4 per cent. of the traffic is travelling no more than two interchanges, which, in that area, would mean they are using the road for about two and one-half miles.

There is a tremendous amount of this on-and-off traffic. There is a surprisingly amount of traffic from people coming from the city, going up to Highway No. 401, going two and a half miles, and then turning south to get back into the city.

The by-pass is the only east-west road of any





length between Bloor Street and Highway No. 7, where there is a tremendous population, and that is the only road you can use going east and west.

MR. MacDONALD: By comparison, what would be the capacity of No. 2 Highway, east of Windsor, and what would you guess will be the traffic density on Highway No. 401, recently opened from here to Tilbury?

MR. MACNEE: I am trusting to memory on this, and I would not want to be held to it, but Highway No. 2, immediately east of Windsor, in what is commonly known as a "built-up area" would run in the vicinity of 7,000 to 7,500 cars a day.

MR. MacDONALD: As compared to an average of 35,000 cars on the by-pass in Toronto?

MR. MACNEE: That is true.

HIS WORSHIP MAYOR PATRICK: I do not think that is a fair comparison. Why not compare it with the stretch from Toronto to Barrie?

MR. MACNEE: The Toronto-to-Barrie highway is now carrying in the vicinity of 11,000 cars per day.

MR. MacDONALD: What about Highway No. 401 to Oshawa?

MR. MACNEE: Well, it ranges from about 20,000 at the limits of Metropolitan Toronto, down to between 14,000 and 15,000 at Oshawa.



MR. MacDONALD: So that Highway No. 2 here is carrying from one-half to one-third of what it is east of Toronto?

MR. MACNEE: Highway No. 3 is only one of three highways leading out of Windsor to the east. Highway No. 98 has a relatively low volume rate in comparison with Highway No. 2. It would be in the vicinity of perhaps 4,000 cars.

Highway No. 3 is a heavily-travelled road as far as Leamington, and then it "peters out", and then picks up again where it joins with Highway No. 98.

In a sense, Highway No. 98 and Highway No. 3 is one route. The section of Highway No. 3 in Essex County does not become an integral part --

THE CHAIRMAN: I know they were sort of the opinion -- if I may so express it -- that London and Chatham -- London west, rather than east -- was reasonably served with the present existing roads. That is my conclusion, from what we have heard.

MR. MacDONALD: What about Highway No. 401? Is it possible to make any guess as to what it likely will carry?

MR. MACNEE: I would not hazard a guess until the entrances to Windsor are completed.

REVEREND MR. DAVIES: That may make a difference



MR. MACNEE: At the present time, you may have noticed coming in yesterday, there is literally nothing to be gained by using Highway No. 401, because the saving in time on the trip from Windsor to Tilbury is lost in getting out to Highway No. 401.

We made a study as between Highways No. 401 and No. 2, and we found there was approximately a saving of one minute.

Once the entrances are completed, with grade separations over the railroad tracks, the saving will be appreciable, and the traffic will use it.

The majority of the people using Highway No. 401 at the present time are people who are curious to see what it is like.

There are a certain group of people who will drive considerably out of their way so they can see the four-lane, divided highway.

So that volumes are not realistic at the present time, and I do not think they mean anything.

HIS WORSHIP MAYOR PATRICK: This figure you have cited as a result of the survey; when was that taken?

MR. MACNEE: Those figures are based on a continuous survey.

Counting traffic is done on a regular basis.





We have fourteen men who do nothing but count cars. We have major control stations where we take a five-day count every month, so it takes into account the tourists and all the rest of it.

HIS WORSHIP MAYOR PATRICK: The figure you mentioned was an average?

MR. MACNEE: Yes.

THE CHAIRMAN: They are good working figures, I think we can say. We have found great interest in these figures because the Department does not publicize them, and very few of the general public are aware of them, so they are not of too much general interest.

MR. MACNEE: When I said the Barrie Highway runs around 11,000; we have had as much as 35,000 in one direction.

MR. AULD: So His Worship the Mayor will understand the problem we are studying, I think he should know that the province has never collected enough revenue from licenses and registration fees to pay for the roads.

If we add the interest, it would add up to an amount of about 523 millions of dollars. We have heard that the backlog of work which should be done will amount to about \$920 million, and that is not all around Toronto.

I have noticed there are about 120 bridges



which should be re-built, and the Burlington Skyway, and the completion of Highway No. 401; \$980 million of backlog in the other parts of the province, and about \$80 million on the secondary roads.

In addition to that, there is the backlog of \$230 million for county and municipal roads.

This amounts to a total of about \$1,750,000,000, together with a deficit of about half a billion dollars.

The information we have is if we do not increase our sources of revenue, this backlog will increase another one billion dollars in the next ten years.

That is why we want to know whether you are interested in toll roads as a possible method of increasing our revenues. You, as an individual, have said you would prefer to wait and take your chances.

HIS WORSHIP MAYOR PATRICK: Perhaps I had better clarify that. I say, if there is a good explanation that there are no funds available. We look in the direction of Toronto and we see all kinds of roads being built, but no funds for roads elsewhere.

MR. ROOT: I have no brief for Toronto, but I know if I do not get out of the Parliament Buildings at five o'clock, I might as well stop and buy my dinner, and leave about six o'clock. There is



a tremendous traffic problem in Toronto.

But the problem this Committee was set up to investigate is how can we solve this problem, not only the one concerning Toronto.

I am trying to keep an open mind, but I think the farther west I go, the less interest I find shown in toll roads.

Kitchener wants the road. They have a certain problem there, and are willing to pay the toll if it will speed up the construction of the road.

London was more or less indifferent.

THE CHAIRMAN: They are reasonably adequately served now. Chatham is reasonably satisfied.

But when we come to Windsor, your Council has nothing to say. We are going to the eastern parts of the province a little later on, and to Fort Erie, Hamilton and Welland. In some sections of this part of the province, we find a reversal of opinion.

We have to write a report to the Legislature upon which the government may base its action and if this apathy exists here, this might be one of the areas which could wait awhile.

MR. REAUME: I think we can all see the problem of the city of Windsor which is reflected pretty much in the problem of Sarnia.





The Council of the city of Sarnia acted even before you had a hearing here and passed a motion to the effect that they were in favour of a system of toll roads, if there was no other way of obtaining a road.

I think when the hon. Treasurer of the province has stated there are no funds, that is a good reason why we cannot go ahead with this large system of roads we have in mind. He made that statement. It has been in the press. We all understood it.

If the province had the funds, I daresay there is not an hon. member in the House who would not "go for" the idea of building a system of roads in the province, and making them all free.

What we are trying to do is to get an expression of opinion from various places in which we are holding hearings, or will hold them in the future.

HIS WORSHIP MAYOR PATRICK: I am satisfied with your explanation that there are no funds. However, I am only one individual. This information can be conveyed to the public that such is the case, but what I think will happen is they will want to know how long it will be necessary to wait, whether it is a matter of a year or two, or five or ten or fifteen years, which would very definitely have a bearing as to the amount



which should be spent on toll roads.

MR. ROOT: The chart indicates that unless we increase our revenues, the backlog will certainly not decrease.

MR. REAUME: If you can gauge what will happen in the future by what has happened in the past, only the good Lord knows how long it will take.

MR. AULD: In this year's budget, there was an estimated revenue of \$140 million, and an estimated expenditure of over \$500 million.

THE CHAIRMAN: I do not like to get us off onto another tack, which is probably not a question of political economy, but I am not convinced the motorists should pay 100 per cent. of the cost of the roads. On an average, from 1947 to 1955, of every dollar spent on our highways, 65.5 cents has come from the motoring public by way of license fees and gasoline tax, and the other 34.5 cents comes from the general revenue of the province, or from the debt which has been built up to pay for them. Where the equitable basis is, is a good question, but, it seems to me, it is rather a theoretical question.

MR. MacDONALD: I think those who have done a very thorough study say that up to 75 per cent. is a legitimate charge on the users.



I think with the trucking industry, which is one group not carrying its share of the load, it would amount to about 75 per cent.

That leads us to the problem as to how can the income bridge that gap?

MR. REAUME: The one thing which frightens me in regard to the weight-mile tax is that it would not be so bad for industry within 100 miles around Toronto, I wonder what effect it would have on a city like Windsor, up at the end of the line? Perhaps that is one reason why the people of Windsor have not expressed an opinion either for or against the road.

MR. MacDONALD: I can see a certain validity, being on the end of the line, but I think we must look at the fact that one-half of the cost for putting in modern roads which would meet the requirements of the trucking industry --

MR. REAUME: I will "go along" with you on that, but I think we are arriving at a time which will have to come sooner or later, when there will have to be some Federal aid for the construction of highways. I will probably hear about that, but that is how I feel.

THE CHAIRMAN: I think it is **very interesting** to point out, as well, that while it is not called a "gasoline tax", every one of us pay the Federal government





1.8 cents on every gallon of gasoline we buy. The general public may not be aware of it. I have expressed that to friends, and they have shown some amazement about it. They say, "We pay 11 cents to the provincial government in Toronto", but they do not realize they are paying nearly two cents per gallon, not a cent of which comes back to this province.

A few years ago, they were taking out of the people of Ontario, over \$100 million by way of sales and excise taxes on tires, replacements and so forth.

MR. MacDONALD: In regard to the city of Windsor, I know the unions in Windsor, and I think they have felt, particularly when the sales of cars were dropping off, and it looked like a recession in the automobile industry, that the market might be expanded by cutting the excise tax.

MR. REAUME: I think the unions are agreed on that.

We should look at the over-all picture, that an adequate system of highways is not only an advantage to our province, but is an advantage to the country as a whole. That is a good reason why there should be Federal aid.

MR. AULD: The highways, of course, may be



of great value, in case of any attack from outside.

MR. REAUME: If we do not stop talking as we are, we will all be members of one Party.

THE CHAIRMAN: That may be exactly the point to close this meeting.

If there is nothing further, we will stand adjourned.

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---Whereupon the further proceedings of this Committee adjourned, to reconvene in the city of Hamilton, on Thursday, September 27th, 1956, at 10:00 o'clock in the a.m.

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